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A DELPHI STUDY OF THE FUTURE OF NAVY PUBLIC AFFAIRS

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A Thesis  
Presented to the  
Faculty of  
San Diego State University

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In Partial Fulfillment  
of the Requirements for the Degree  
Master of Science  
in  
Mass Communications

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by  
Neil Bruce Thompson  
//  
December 1974



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## Chapter 1

### STATEMENT OF THE PROBLEM

It is widely forecast that rapidly accelerating advances in communications technology and a changing, increasingly complex social environment will have an important effect on the practice of public relations in the future. It is also widely acknowledged that public relations practitioners, as professional communicators, are logically positioned and will be called upon more frequently to help achieve effective communication among diverse organizations and publics in an increasingly complex society. However, there is apparently controversy and little basic agreement within or outside the profession concerning what kind of education or what type of skills the practitioner will need to be an effective counselor in the coming decades.

Within an institution such as the United States Navy, there is evidence that public affairs is becoming an increasingly important management function. Navy public affairs officers are being called on to play more important roles in internal relations, recruiting activities, and other key areas such as periodic public affairs briefings for all flag officers and other key





personnel in the Washington, D. C. area. The Navy is now in the process of implementing a major realignment of its public affairs program and personnel assets in order to meet the challenges of today and the future. Although there are Navy studies that examine certain aspects of the future of Navy public affairs, there is apparently no comprehensive, systematic study that attempts to document in detail the types of events or developments that could affect the practice of Navy public affairs in the future. Nor is there any known systematic study that provides consensus as to the type of skills and knowledge the Navy public affairs officer will need to effectively practice his profession in the future. Therefore, this study is undertaken in an attempt to bridge that gap.



## Chapter 2

### BACKGROUND AND RELATED RESEARCH: PUBLIC RELATIONS

#### DEFINITIONS OF PUBLIC RELATIONS

"Public relations represents a formal espousal of the need to deal, in a professional way, with the great tools of communications and the forces of public opinion."<sup>1</sup>

"Winning, or deserving, the good will of public groups through some communications process," is a definition offered by Sullivan.<sup>2</sup>

Mackin points out that textbooks on public relations tend to agree that early practitioners, being primarily ex-newspapermen, thought that winning the good will of public groups should be done primarily through obtaining favorable notices in the press. The virtue of advocacy for given groups had been practiced even in many cases when the group in question did not deserve favorable notice. He adds that there are indications that the

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<sup>1</sup>Kalman B. Druck, "The Dynamics of Public Opinion," *Public Relations Journal*, XXVIII (March, 1972), 35.

<sup>2</sup>A. J. Sullivan, "Professional Education for Public Relations" (unpublished Doctoral dissertation, Boston University, 1967), p. 8.



emphasis is now moving toward deserving public support by doing what should be done in the public interest in the first place. The deserving case is then advocated and the public is forced to reach the desired conclusion. Thus, there is apparently less emphasis today, at least among leading practitioners, on the virtues of press publicity.<sup>3</sup>

The International Public Relations Association offers a more modern definition of public relations:

. . . a management function, of a continuing and planned character, through which public and private organizations and institutions seek to win and retain the understanding, sympathy and support of those with whom they are or may be concerned--by evaluating public opinion about themselves, in order to correlate, as far as possible, their own policies and procedures, to achieve by planned and widespread information more productive cooperation and more efficient fulfillment of their common interests.<sup>4</sup>

#### THE CHANGING PUBLIC RELATIONS ENVIRONMENT

The last definition above suggests the movement of public relations toward the application of sophisticated theory, methods, and technology in an effort to achieve better understanding and communication among

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<sup>3</sup>James H. Mackin, "A Delphi Study of Public Relations Training Needs" (unpublished Master's thesis, California State University, Fullerton, 1973), pp. 2-3.

<sup>4</sup>Scott M. Cutlip and A. M. Center, *Effective Public Relations* (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1971), pp. 5-6.



diverse groups and publics. Indeed, it is widely forecast that public relations and its practitioners face a "communications revolution" and an increasingly complex social environment in the coming decades.

### Communications and Information Technology

Available evidence suggests that the public relations practitioner, as a professional communicator, will have to deal with an increasingly sophisticated communications technology in the future.

Noting that over the years that laser, computer, and other technological miracles have been promised and that the situation is a classic case of expectations outrunning realization, Fredman nevertheless points out that "the communications media are in a period of transition and change startling in its implications" and that "the next half-dozen years are likely to convince skeptics that communications are indeed in a period of massive change."<sup>5</sup>

In his study of the impact machines will have on media, Bagdikian wrote in 1971:

Today we are on the threshold of a change in human communications more powerful than our innocent introduction to electronic pictures in 1927, perhaps

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<sup>5</sup>Herbert Fredman, "The Media Revolution," *Seminar*, No. 31 (March, 1974), 6.





more significant than all past changes in the technology of information. The way men deal with each other and with the distant world is about to be transformed by a combination of the computer, innovations in the transmission of signals and new ways to feed images into this system and to take them out.<sup>6</sup>

A long-range forecasting study, described by Bagdikian, looked ahead to the future of news. Many innovations, including a large number through the use of electronic media, are predicted. With respect to change, Bagdikian asserts:

Almost without exception, the panel agreed that every major step in the news process would be substantially changed between the years 1975 and 1980 . . . more radical innovations are expected to begin to take effect in the period after 1980.<sup>7</sup>

In 1972, a nonprofit business research organization called the Conference Board issued a report entitled *Information Technology: Some Critical Implications for Decision Makers*. A forty-two member panel took part in the report which the Conference Board termed "responsible conjecture" of significant possibilities for the next twenty years.

The terms information technology and communications are used interchangeably in the report with information technology being defined as the collection,

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<sup>6</sup>Ben H. Bagdikian, *The Information Machines* (New York: Harper and Row, 1971), p. x.

<sup>7</sup>Bagdikian, pp. xxiii-xxiv.



storage, processing, dissemination, and use of information.<sup>8</sup>

One of the panelists elaborates:

. . . it means simply and specifically the electronic reproduction, processing and transmission of information and its developments including the use of microwave and satellite broadcasting, the greatly expanded use in the offering of CATV and more powerful EDP [electronic data processing] capabilities. We presuppose a vastly increased capability for the rapid, low cost electronic messages received as sound, image or electronic notation from anywhere to anywhere, integrated with the capability for cheap, rapid storage, reproduction and computer-programmed processing of messages.<sup>9</sup>

With respect to the impact of communications technology on the future of public relations, Mackin conducted a study in which he asked two panels of experts, highly knowledgeable persons in a variety of disciplines, to predict events and developments that might affect the practice of public relations during the the next twenty-five years. In the area of information machines, the panelists forecast that practitioners are likely to work in or with the following:

- a. New methods of information collection, processing and distribution machinery highlighted by home television sets capable of receiving 50-500 channels and equipped with two-way

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<sup>8</sup>The Conference Board, *Information Technology: Some Critical Implications for Decision Makers* (New York: The Conference Board, Inc., 1972), p. v.

<sup>9</sup>The Conference Board, p. 190.



communications systems allowing for instant feedback.

b. Equipment allowing the citizen to schedule a newscast at his convenience.

c. Equipment enabling home delivery daily of an electronically provided package tailored to individual desires.

d. "Data-bank" utilities for low cost information.<sup>10</sup>

Based on this study, Mackin and Rosen conclude that the ultra-high-speed information market for the practitioner's communications will be largely electronic in the transmission and production phases, but that the printed word will continue to be the dominant means of communications. However, once written, the message is likely to be transmitted over one of the 50-500 television channels or by high speed printer to a multiplicity of suburban newspapers. Other messages are likely to be edited, printed, and transmitted to news bureaus directly through computer terminals set up to receive voice inputs and photographic displays.<sup>11</sup>

While skeptics might point out that these forecasts are at best conjectures about an uncertain future, it is interesting to note that Leavy documented in 1970 that computers were already at work in public relations

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<sup>10</sup>Mackin, "A Delphi Study of Public Relations Training Needs," p. 78.

<sup>11</sup>James H. Mackin and Marvin J. Rosen, "Zip! The Future Passes!" *Public Relations Journal*, XXIX (September, 1973), 23.



in areas such as media selection, analysis of clippings, audience profiles, utilization of financial and personnel resources, attitudinal and survey research, editing and mass production of news releases, and information storage and retrieval.<sup>12</sup>

### Social Change

Not only does the public relations practitioner face increasingly complex and sophisticated technological changes in communications and the media, but it is also widely forecast that he will face an increasingly complex social environment.

After reviewing some of the "fantastic new communications technology" on the horizon, Druck states:

All this means that ideas are moving massively, instantly, and are impacting on public opinion in a way never before imagined. As a result, we are in a period of ideological explosions that are caused by--and are causing--vast shifts in attitudes, values, and life styles.<sup>13</sup>

Prior to the Conference Board report, thirty-seven experts in information technology met in New York City to look at the "U.S. in the Information Society of the 70's and 80's." Conclusions deemed to have broad

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<sup>12</sup>Barbara A. Leavy, "The Computer Joins the Staff," *Public Relations Journal*, XXVI (August, 1970), 5-7.

<sup>13</sup>Kalman B. Druck, "The Dynamics of Public Opinion," *Public Relations Journal*, XXVIII (March, 1972), 35.





implications for public relations included:

Society needs more information (the demand will be insatiable) and information is a valuable resource since it can control physical resources of every kind . . . . Because information is power, policy formulation must go beyond narrow economic and technical considerations to a consideration of a kind of society and the kind of power arrangements in that society that are desired in the public interest . . . information provided by government and business will be profoundly distrusted for many years . . . . Social turbulence will heighten because most people during the next 20 years will be inadequate in analytic and synthetic cognitive skills, interpersonal relationships, and self-understanding.<sup>14</sup>

One of the many broadly based conclusions in the Board's written report indicates that information technology has already made a deep mark on society and that full expression of technological advances will accelerate change beyond human experience or ability to adapt using present means.<sup>15</sup>

After illustrating problems that will face public relations practitioners, Philip Lesly asserts that the very uncertainties that beset all people in our society today probably add up to one certainty: "Whatever happens to the climate of technology, electronic communication, ecology, natural resources and other

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<sup>14</sup>Denny Griswold, "The New Complex Field of Information Technology," *Public Relations News*, XXVIII (February, 1972), 1.

<sup>15</sup>The Conference Board, p. 22.



areas, the *real* problems will involve the human climate.<sup>16</sup>

He explains:

. . . there are hundreds of changing currents affecting the course of our society. All are changing at the same time. They all have effects on each other, distorting the direction and thrust of influence. All are proceeding far faster than social and economic changes occurred before. And there has been an explosion of education and of the communications media . . . .

. . . . .  
Multiple, rapid advances in comforts, conveniences, health and other areas have built up expectations even faster than new advances can be made. The result is increased demand for more and faster changes--many of them in conflict with each other, many self-defeating or with consequences impossible to predict.<sup>17</sup>

#### WHAT TYPES OF SKILLS AND KNOWLEDGE WILL BE NEEDED BY PUBLIC RELATIONS PRACTITIONERS IN THE FUTURE?

It appears that rapidly advancing technology and social change may require the application of sophisticated theory, methods, and technology to achieve effective communication among diverse groups in an increasingly complex society. According to Mackin, one discipline logically positioned to meet this need is public relations.<sup>18</sup>

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<sup>16</sup>Philip Lesly, "The Counsel: Instrument and Object of Change," *Public Relations Quarterly*, XVII (Fall, 1972), 6.

<sup>17</sup>Lesly, pp. 5-6.

<sup>18</sup>Mackin, "A Delphi Study," p. 1.



Before reviewing some social changes that will affect society and outlining the implications for public relations, Lesly states:

The public relations counselor is the switchboard in our mass communications system: the routing point that detects and directs the signals coming in from all directions and going out to almost all recipients.<sup>19</sup>

He concludes, "It is clear that decision makers will need the sensitivity and skills that public relations can provide if they are able."<sup>20</sup>

Lesly points out a challenge. In view of the increasingly complex communications and social environment, what types of skills and knowledge will the public relations counselor need in order to be an effective practitioner in the coming decades?

Mackin says that there is apparently controversy and little basic agreement between educators, or between educators and public relations practitioners, or between practitioners as to what kind of education is needed to prepare a student to practice public relations.<sup>21</sup>

A 1972 survey of the educational backgrounds of nearly two thousand public relations practitioners found that none had received specific degrees in public relations although a few had taken some public relations or

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<sup>19</sup>Lesly, p. 5.      <sup>20</sup>Lesly, p. 7.      <sup>21</sup>Mackin, p. 6.



public affairs courses. Sixty-two percent of the respondents came to public relations from newspapers or from a wire service. Commenting on what should be studied by today's students, the respondents suggested more business administration, law, and management (50 percent), more training in writing and speech courses (28.6 percent), and more journalism courses (19 percent). No courses in communications research were suggested.<sup>22</sup>

Another survey, again in 1972, of corporate public relations executives, asked what courses should be taught to college students in a public relations curriculum. The respondents suggested courses that would give the students writing proficiency (89 percent), knowledge of graphic arts (42 percent), ability to organize (39 percent), ability to verbalize (32 percent), ability to get along with other people (38 percent), knowledge of economics and finance (25 percent), and "news sense" (16 percent).<sup>23</sup>

A number of writers on this subject stress that practitioners will need far more than just a basic

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<sup>22</sup>Edward J. Menninger, "Public Relations Looks at Itself," *Public Relations Journal*, XXVIII (October, 1972), 28-29.

<sup>23</sup>Earl W. Pease, "Corporate Chiefs Help College Develop PR Course," *Public Relations Journal*, XXVIII (September, 1972), 14-15.





competence in mechanical and technical skills if they are to meet the challenges of the future.

Lesly comments:

. . . in our present social climate, communication is no longer the prerogative of management; it is the *essence* of management. Communications determines whether anything really happens and what the consequences will be . . . . It is more vital than ever that only the best possible skills in communication be relied upon--for sensing the climate of attitudes, for planning and for execution . . . . With the overwhelming complexity and severity of the challenges, the standard skills are most likely to fail and only the most extraordinary skills to succeed.<sup>24</sup>

In conjunction with a panel discussion on the future of public relations at the Public Relations Society of America's 1972 annual convention, Griswold quotes Cutlip and Hill as having said, " . . . in the new social climate, only a paucity of practitioners can serve the needs of today's management."<sup>25</sup> She goes on to quote Cutlip:

The demands being placed on the function are greater than many practitioners are equipped to carry . . . [practitioners] must be prepared to interpret the public opinion environment to management and give less emphasis to publicity getting . . . if public relations is to achieve its potential to serve a society crying for

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<sup>24</sup>Denny Griswold, "From the PR Platform," *Public Relations News*, XXIX (March, 1973), 2.

<sup>25</sup>Denny Griswold, "The Future of PR for the Next 25 Years," *Public Relations News*, XXIX (November, 1972), 4.



community and conciliation, it must recruit and educate talented young persons and enforce professional standards.<sup>26</sup>

Hill foresees a continued need for technical and mechanical skills and believes practitioners will be able to provide them. However, he is less optimistic about their ability to meet future economic and social challenges and warns, " . . . if public relations does not strengthen itself intellectually, its status will diminish and public relations will be regarded merely as a mechanical operation."<sup>27</sup>

Gaskill outlines the type of knowledge that he believes will be necessary for the public relations counselor to meet the test of the function:

. . . he must understand in the most profound philosophical terms the bases of our socio-economic and political systems. He must know enough about history to achieve the kind of perspective required to make helpful assessments on questions in areas having profound implications for the future of society. He must understand the nature of the business system, the political system, the educational system, the place of religion, and the implications and importance of culture. He must look dispassionately at their shortcomings and confront forthrightly the need for change when such change is in order, and be able to translate that need in terms of benefits to the institutions he is serving.<sup>28</sup>

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<sup>26</sup>Ibid.      <sup>27</sup>Ibid., pp. 3-4.

<sup>28</sup>William J. Gaskill, "The Wising and Widening of the New Counsel," *Public Relations Quarterly*, XVII (Fall, 1972), 11.



Bundy adds that the practitioner will also need to become a futurist:

By futurist I mean an attitude that is constantly probing the implications of current events, assessing the impact of these events on one's organization, and anticipating the kinds of problems which the organization will have to respond to in terms of public opinion and demands . . . . Developing a future perspective . . . demands new concepts, new vocabulary, new reading habits, attending to new sources of information, and an ability to think in more complex ways about the future. It requires fundamental changes in the training of the professional communicator. A solid grounding in the social and behavioral sciences as well as new conceptual forecasting tools will be needed. Eventually radical changes will be required to assess how the professional communicator performs his organizational ability.<sup>29</sup>

Perhaps one of the most thorough and systematic surveys of the future training needs for public relations practitioners was conducted by Mackin. He first asked two panels of experts, one consisting of communications educators and the other of expert representatives of eight disciplines highly related to public relations, to predict the future of public relations in the United States through the end of the century. He also asked the panelists to make systematic conjectures about what types of skills and knowledge a public relations practitioner would need in order to perform effectively in the last decades of this century.

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<sup>29</sup>Robert F. Bundy, "Goodbye Bonanza-Land," *Public Relations Journal*, XXVIII (June, 1972), 11-12.



Comparisons revealed that the educators emphasized training to prepare graduates to adopt new technologies and to adapt to expected changes. The multidiscipline panel emphasized training graduates for entry positions into the field.<sup>30</sup>

Mackin elaborates by pointing out that the multidiscipline group believes that public relations graduates should be trained as multimedia specialists, understand marketing, have a degree in business, have undergone on-the-job training in public relations during college at public relations agencies and offices, understand the needs of and be able to work with television crews, and have a major in English.<sup>31</sup>

However, the educator view was quite different. They indicated they were preparing the public relations graduate less in the areas of business and more in communications research, and in the use of computers and advertising. The public relations graduate is also being trained to be interdisciplinary, to use theories of nonverbal and interpersonal communications, to apply transactional theory, and to continue self-education after college.<sup>32</sup> Thus, the debate continues.

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<sup>30</sup>James H. Mackin and Marvin J. Rosen, "Zip! The Future Passes!" *Public Relations Journal*, XXIX (September, 1973), 23.

<sup>31</sup>Mackin, "A Delphi Study," p. 76. <sup>32</sup>*Ibid.*





## Chapter 3

### BACKGROUND AND RELATED RESEARCH: NAVY PUBLIC AFFAIRS

#### INTRODUCTION

Since the purpose of this study is to examine the future of Navy public affairs, it would appear appropriate at this point to provide some background information on the Navy and its public affairs program.

#### DEFINITIONS

Instead of using terms such as "public relations" or "public information," the Navy uses "public affairs" as the general term for the field. A definition:

It includes all contacts with the public and the effects of these contacts on the Navy, evaluation of public opinion and consideration of it in formulating and administering Navy policies, dissemination of information to the public and actions taken to promote understanding and good will between the Navy and the general public.<sup>1</sup>

Navy public affairs is normally divided into public information or media relations, community relations, international public affairs, and internal

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<sup>1</sup>U.S., Department of the Navy, *U.S. Navy Public Affairs Regulations* (Washington: Department of the Navy, 1965), p. 1.



relations.<sup>2</sup>

A Navy public affairs officer is defined as:

An officer with duties and responsibilities in the fields of public information and/or community relations. He may also have additional duty in internal relations and, upon appropriate occasions, in international public affairs.<sup>3</sup>

#### MISSIONS OF THE U.S. NAVY

In brief, the major missions of the U.S. Navy are strategic deterrence, sea control, projection of power ashore, and overseas presence.<sup>4</sup>

Vice Admiral William P. Mack discusses these missions:

Derived from national strategy, the missions . . . are essentially those performed since the Navy's inception, expanded to take into account current realities. Requirements of the Nixon doctrine demand specific military capabilities uniquely available in properly structured naval forces. Our overall objective is to build and maintain a Navy, which, in conjunction with land-based forces and the forces of our allies, will deter armed conflict and support U.S. foreign policy through the full spectrum of situations involving U.S. interests. In the event such deterrence fails, these forces must be adequate to terminate conflict on terms favorable to U.S. interests.

Specifically, the Navy must provide an adequate, virtually invulnerable sea-based element of our strategic nuclear deterrent, as well as general purpose forces capable of flexible sea

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<sup>2</sup>Ibid.    <sup>3</sup>Ibid.

<sup>4</sup>Stansfield Turner, "Missions of the U.S. Navy," *Naval War College Review*, XXVI (March-April, 1974), 2-15.



power options. These forces must ensure control of the sea and provide flexible power projection capability to deter a North Atlantic Treaty Organization war or an Asian war; to provide maritime security by deterring a conflict at sea and protecting seaborne commerce; to provide assistance to our allies; and to intervene unilaterally in situations not involving allies. Navy general purpose forces also provide peacetime presence overseas in support of foreign policy.<sup>5</sup>

To help accomplish these missions and other objectives, the Navy operated with a planned budget of \$27 billion for fiscal year 1974. As of June 30, 1974, the Navy employed 545,900 active duty officers and enlisted men; 323,600 civilian personnel; and 510,200 Naval Reserve officers and enlisted men. The Navy had 512 ships and 7,130 aircraft of all types and operated 203 major shore installations throughout the world.<sup>6</sup>

#### NAVY PUBLIC AFFAIRS

As do most large organizations, the Navy employs public affairs and communications specialists to inform the public, the press, and the Congress concerning the organization's missions and other matters of interest.

The public affairs mission of the Navy is to

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<sup>5</sup>William P. Mack and others, *Report of the Study of the Navy's Public Affairs Program and Future Requirements* (Washington: Department of the Navy, 1973), p. 28.

<sup>6</sup>Facts provided by Sandy Morrison, Navy Office of Information, telephone interview, September 16, 1974.



inform the public and naval service concerning:

1. The Navy as an instrument of national policy and security.

2. The operations of the Navy as much as is compatible with military security, and

3. The responsibilities and activities of naval personnel as U.S. citizens.<sup>7</sup>

More specific objectives and goals are outlined in the *U.S. Navy Public Affairs Regulations* and other sources such as the Navy's annual public affairs plans.

While the Navy public affairs program, particularly at the seat of government in Washington, D. C., operates under a number of legislative constraints and other regulations, the practice of Navy public affairs is closely aligned to the practice of public relations in the civilian sector. The typical Navy public affairs office conducts programs in media, community and internal relations, and in certain cases in international public affairs.

Organizationally, the Secretary of the Navy, under the direction of the Secretary of Defense, is responsible for establishing Navy public affairs and internal relations policies and directing their implementation. The Chief of Information, a Navy flag officer, acts as the primary public affairs officer for the

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<sup>7</sup>U.S., Department of the Navy, *U.S. Navy Public Affairs Regulations*, p. 2.





Department of the Navy, directs and coordinates Navy public affairs efforts, and provides support and appropriate information to the Secretary of Defense through the Office of the Assistant Secretary of Defense (Public Affairs).<sup>8</sup>

To assist the Chief of Information and other top Navy officials and commanders, there is one Office of Information headquarters staff in Washington, D.C., five regional (branch) Navy information offices in the continental U.S., and public affairs offices at major commands throughout the U.S. and the free world.

As of September 16, 1974, there were 160 commissioned officers on active duty who were classified as public affairs specialists. There were also 197 unrestricted line/public affairs subspecialist billets (job positions) normally filled by officers who rotate between shipboard and aviation assignments and public affairs duties, as well as approximately 1,386 civilian public affairs personnel and 550 enlisted journalists.<sup>9</sup>

Thus, while the figures fluctuate, there are apparently more than 2,200 persons (active duty military and civilians) employed full time by the Navy in public

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<sup>8</sup>Mack and others, p. 32.

<sup>9</sup>Facts provided by Commander R. H. Kent, Navy Office of Information, telephone interview, September 16, 1974.



affairs or public affairs-related jobs throughout the Navy.

Although the Navy employs a large group of public affairs personnel, the primary focus later in this study will be on the 160 active duty public affairs officer specialists for the following reasons:

First, most of the top public affairs positions in the Navy are occupied by the specialists. As of mid-1974, the Chief of Information, the Deputy Chief of Information, and one of the two Assistant Chief of Information billets were occupied by these specialists. Likewise, all of the high level naval fleet and force command (e.g., Atlantic Fleet, Pacific Fleet, U.S. Naval Forces Europe) public affairs offices as well as the Navy Internal Relations Activity and the five regional Navy Information Offices were headed by specialists. It should not be inferred that active duty officers in the unrestricted line and civilian public affairs personnel do not hold important positions; however, most key billets are occupied by the active duty specialists.

Next, the career patterns of the specialists differ from those of their unrestricted line and civilian counterparts. The active duty specialist moves from one public affairs position to another throughout his career; the unrestricted line officers in public affairs



(many of these officers are officially designated as subspecialists) rotate from nonpublic affairs shipboard, aviation, or shore assignments to and from public affairs duties. The active duty specialist moves from one assignment to another much more frequently than his typical civilian counterpart in the Navy. Although there are no known studies to corroborate the following statement, this writer, who has been in the naval service for more than ten years, has observed that it would not be unusual for an active duty specialist to serve in eight to ten different assignments during a twenty-year career, whereas it would be highly unusual for a Navy civilian public affairs officer to serve in more than two or three different assignments during that same period. Thus, the typical active duty specialist probably gains greater breadth of experience through more frequent rotation, and his civilian counterpart in the Navy would probably gain greater depth of experience in a particular assignment.

Some insight as to how officers become designated as public affairs specialists follows.

First, it should be explained that officers, upon their appointment in the U.S. Navy, regular or reserve, are assigned a designator or job specialty code according to the needs of the service and qualifications of the



individual.<sup>10</sup>

Mack indicates that the majority of personnel accessions into the public affairs specialty program are from among the unrestricted line officer group through a change of designator/augmentation process.<sup>11</sup> A change of designator involves a transfer from one job specialization to another, while augmentation consists of transfer from reserve to regular status. In both cases, officers must submit formal applications, which are in turn considered by selection boards of fellow, but normally higher ranking, officers.

The *Bureau of Naval Personnel Manual* spells out the desired qualifications for appointment in the Regular Navy as a public affairs specialist:

. . . applicants should be graduates of an accredited college or university who possess at least a baccalaureate degree. It is preferred that the major field of concentration be in mass communications, which includes public relations, journalism, advertising, radio, television, and associated major study areas. Applicants should have served on active duty in a public affairs type billet.<sup>12</sup>

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<sup>10</sup>U.S., Department of the Navy, Bureau of Naval Personnel, "Procedures for Effecting Change of Temporary and Reserve Officer Designator Codes," BUPERS Instruction 1210.12 (Washington: Department of the Navy, 1965), p. 1. (Mimeographed.)

<sup>11</sup>Mack and others, p. 102.

<sup>12</sup>U.S., Department of the Navy, Bureau of Naval Personnel, *Bureau of Naval Personnel Manual* (Washington: Department of the Navy, 1974), p. 10-4.





The Mack report provides some insight into the selection process:

Most of these officers are selected when they are lieutenants (junior grade) or lieutenants. Selection has always been extremely competitive, taking into account an officer's undergraduate/graduate background, his academic record, prior military experience and performance . . . .<sup>13</sup>

Another source of public affairs specialists is from among graduates of the U.S. Naval Academy, who are not physically qualified for unrestricted line duties. The numbers in this case are small.<sup>14</sup> Other programs, such as designation as a specialist upon completion of Naval Reserve Officer Training Corps or Officer Candidate School programs, were used in the late 1960's, but have since been terminated.<sup>15</sup>

#### THE NAVY AND CHANGE

As any other organization, the U.S. Navy is affected by a changing environment.

After discussing the Navy's missions, Vice Admiral Stansfield Turner points out:

The United States . . . has performed the four basic naval missions for many years. Yet the dynamic nature of world conditions demands a continuing reassessment of the relation of one mission to another . . . . National priorities change;

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<sup>13</sup>Mack and others, p. 103.

<sup>14</sup>Ibid., p. 102.      <sup>15</sup>Ibid.



the nature of the threat changes. Only by understanding the complex interdependence between naval missions and their elements can we expect to be able to allocate resources wisely and prepare for the future rather than the past.<sup>16</sup>

Mack also addresses the situation in some detail:

The changing environment has impacted heavily on our efforts to build, maintain and operate the Navy needed to fulfill these missions. Among the most significant realities of contemporary society are increased visibility of domestic problems and insistence on prompt solutions, growing aversion to involvement in war, and public demand for an all-volunteer force. Subjective and inadequate public treatment of such issues has produced significant public skepticism concerning defense programs and has over-shadowed certain geopolitical and economic facts of life which affect continued U.S. security and economic prosperity . . . .<sup>17</sup>

Although unofficial in nature, a group research project at the Naval War College recently conducted an analysis of current trends for the purpose of identifying those environmental factors which might affect the Navy during the period 1972-1985. Among the fifty-eight broadly based conclusions in the report are the following:

1. The post-World War II alliance system is undergoing, and will continue to undergo, significant changes.
2. There will be greater integration of all diplomatic tools, including military force, and greater involvement of U.S. military officers in diplomacy.
3. Traditional prerequisites for commissioned

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<sup>16</sup>Turner, "Missions of the U.S. Navy," p. 15.

<sup>17</sup>Mack and others, p. 29.



and noncommissioned officer status may require revision.

4. Trends in changing individual and societal values will strain the Navy's institutional value system.

5. The use of manpower as reflected on board present-day Navy ships will be constrained in the future due to population trends, societal values and diminished resources.

6. Increasing loyalty toward and the need of the specialized professions will reduce organizational loyalties.<sup>18</sup>

### THE FUTURE OF NAVY PUBLIC AFFAIRS

There is evidence that Navy public affairs is becoming an increasingly important management function. In 1971, Rear Admiral William Thompson was appointed as the Navy Chief of Information (CHINFO), marking the first time that a public affairs specialist had been selected for flag rank and appointed to the CHINFO billet. That year, Admiral Thompson addressed a conference of Navy public affairs officers and stated:

Never have we labored in a more fertile field. The Secretary of the Navy is very aware of the requirement for public knowledge of our actions . . .  
 . . . . .

We have reached the point where our counsel is sought in the planning phase at the highest level. More and more, the conservative institutions of OPNAV [Office of the Chief of Naval Operations] and EXOS [Executive Office of the Secretary of the Navy] are aware that what they do must be communicated in

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<sup>18</sup> Robert F. Delaney and others, *The Long-Range Future of the Navy, 1972-1985*, II (Newport, R.I.: U.S. Naval War College, 1972), 4-7.



a timely and factual manner if problems are to be avoided.<sup>19</sup>

Additionally in the early 1970's, the Navy started consolidating its internal communications efforts and established a Navy Internal Relations Activity under the cognizance of CHINFO and assigned public affairs specialists to many of that activity's key positions. And with the increasing importance of Navy recruiting in the all-volunteer force era, public affairs officers have been assigned to key advisory positions at the Navy Recruiting Command Headquarters and regional field offices. Developments in other areas are included in the discussion that follows.

In late 1973, a special study group of senior naval officers was convened at the request of the Chief of Naval Operations to

. . . conduct an analysis of the Navy's public affairs activities over the near and midterm future in consonance with projected Navy programs and goals during the next two decades.<sup>20</sup>

The result was the previously referred-to Mack report. The study group reviewed the mission of the Navy as projected into the future and concluded:

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<sup>19</sup>Opinion expressed by Rear Admiral William Thompson, USN, in an address at the 1971 Navy Public Affairs Conference, Annapolis, Maryland, August 2, 1971.

<sup>20</sup>Mack and others, p. i.





. . . for at least the next two decades, the Navy will continue to be the central pillar of our defense . . . post-Vietnam war and the post-Watergate attitudes of the American people will continue for some time . . . it will become necessary to overcome these attitudes in order to convince the American people of our defense and other needs as a maritime nation, to enhance understanding in the administration and the Congress, and to recruit from the American public to meet the needs of the All-Volunteer Force. The tragic consequences of failure to understand and act upon the geographic and economic realities . . . must be conveyed to the various segments of the American people. This demands a public affairs program that is oriented not only to today's problems, but also to the future; not only to the Seat of Government, but also the grass roots; and not only to the public external to the Navy, but to the internal Navy audience as well. The objective is a comprehensive appreciation of the significance of a viable maritime strategy to the survival of the U.S. It is essential that the individual citizens of the country be adequately informed and aware of all factors to permit spontaneous and knowledgeable participation in the decision-making process.<sup>21</sup>

The report also concluded that Navy public affairs programs were reactive, overly fragmented, and inadequate to counter prevailing misunderstanding; that the highly centralized public affairs operations at the seat of government should be decentralized; that audience demography with accompanying trends should be given careful consideration when identifying message requirements and in formulating plans for public communication.<sup>22</sup> It was also interesting to note that the report suggested that there will be no radical innovations

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<sup>21</sup>Mack and others, p. i.      <sup>22</sup>Ibid., pp. ii, 11.



in media characteristics--only minor, subtle changes.<sup>23</sup>

The study group offered a number of recommendations which were designed to speed up the release of information in Washington, decentralize the flow of information, establish additional regional information offices, improve field coordination between the public affairs and recruiting programs, accentuate the study of audience demography, and improve the public affairs planning function. Recommendations for better personnel utilization and management were also included in the report.<sup>24</sup>

After the Mack Report was submitted for review by appropriate Navy officials, a number of the recommendations were approved for implementation. In March, 1974, Admiral J. L. Holloway, III, then Vice-Chief of Naval Operations and presently the Chief of Naval Operations, stated in his memorandum approving some of the recommendations:

The need for an effective internal and external public affairs program that is oriented to the problems of today and the future at all levels of the Navy, the public, the press, and the government is strongly supported.<sup>25</sup>

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<sup>23</sup>Mack and others, p. 78. <sup>24</sup>Ibid., pp. 4-20.

<sup>25</sup>U.S., Department of the Navy, Office of the Chief of Naval Operations, "The Mack Report," VCNO Memorandum Serial 09C/171CB (Washington: Department of the Navy, 1974), p. 1. (Mimeographed.)



Recommendations approved for implementation included provisions for the Chief of Information (CHINFO) to create a standard briefing for all flag officers and key personnel in key assignments coming into the Washington area; that each operating department be required to appoint an officer to be the CHINFO point of contact for information in response to queries which require staffing; that CHINFO hold periodic briefings for all operating department contacts, flag officers, and other key personnel to review policy, problems, and issues of current interest; and that CHINFO be the primary agent responsible for guiding, coordinating, and administering the Navy's internal information program on a Navywide basis.<sup>26</sup>

Additional recommendations were approved in June, 1974. These included provisions whereby CHINFO would exercise greater control of all fiscal and personnel assets in the public affairs field; expansion of Navy information offices to an additional four cities and establishment of Navy public affairs centers in San Diego and Norfolk; and implementation of a career manpower management program for civilian public affairs personnel in the Navy.<sup>27</sup>

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<sup>26</sup>Ibid., pp. 3-4.

<sup>27</sup>U.S. Department of the Navy, Office of the



As a result of the Mack Report and the subsequent approval of many of its recommendations, the Navy is now in the process of implementing a major realignment of its public affairs program and personnel assets to meet the challenges of today and the future.

While the Navy has recently begun a major realignment of its public affairs program, it should be added that the use of new technology in the communications field is not being overlooked.

At the Navy's annual public affairs conference in 1974, a representative from the Commander-in-Chief, U.S. Pacific Fleet public affairs staff made a presentation on a Public Affairs Information Bank now under development. In an effort to achieve effective information management, the system is designed to provide a method for indexing all public affairs documents, to create and maintain a computer data base of document references, to provide the capability to cross-reference and retrieve stored documents and on-line querying of the data base, and retrieval of information via a remote computer terminal.<sup>28</sup>

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Chief of Naval Operations, "Navy Public Affairs Program," VCNO Memorandum Serial 09C/387C1 (Washington: Department of the Navy, 1974), p. 1. (Mimeographed.)

<sup>28</sup>Statements by R. L. Woodrum, U.S. Pacific Fleet Staff, in a presentation ("Public Affairs Information Bank") at the Navy Public Affairs Conference, Annapolis, Maryland, July, 1974.





More recently, the Navy Office of Information, recognizing the potential for such systems, has made preliminary plans to improve the management of information storage and retrieval through the application of automatic data processing. A planning paper provides a discussion concerning the need for such a system:

It has become evident in recent years, with the ever-increasing growth of information and guidance, that present methods of managing information are totally inadequate for future requirements. As the public affairs officer attempts to cope with information overload, it is found that the ability to receive, process, and intelligently use large volumes of information rapidly becomes increasingly critical to the successful operation of the command public affairs program . . . . With the reexamination of the traditional methods of managing information it appears that the application of automatic data processing to the public affairs officer's information requirements offers a viable solution to this increasingly burdensome problem.<sup>29</sup>

Tentative long-range plans call for a possible linkup, including a sharing of data bases, with major Navy commands in Norfolk, Hawaii, and London. Some type of hookup with the regional Navy information offices is also a possibility.<sup>30</sup>

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<sup>29</sup>U.S., Department of the Navy, Office of Information, "CHINFO Information Storage and Retrieval System" (Washington: Department of the Navy, 1974), p. 1. (Mimeographed.)

<sup>30</sup>Ibid., pp. 2-3.



WHAT TYPES OF SKILLS AND KNOWLEDGE WILL BE  
NEEDED BY NAVY PUBLIC AFFAIRS OFFICERS  
IN THE FUTURE?

What type of skills, knowledge, and background will be needed by the Navy public affairs officer in the future in order to effectively practice his profession? What type of background should the ideal public affairs officer have?

From a recent historical perspective, Charles A. Brown, who examined the career patterns of military public relations officers in his 1967 study, stated:

All three services have different patterns of careers . . . . However, all services agree that the public relations officer must, first and foremost, be a military officer.<sup>31</sup>

Brown asked Captain R. S. Jones, then head of the Navy Office of Information's Manpower Management Division, what his concept of the ideal or "best possibly qualified" public affairs officer would be. Captain Jones commented:

The general Navy philosophy for public affairs officers is that they must be naval officers first and specialists second. In addition, the Navy feels that all officers must keep current in sea duty if they are to talk properly about the Navy.<sup>32</sup>

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<sup>31</sup>Charles A. Brown, "An Examination of the Career Development Programs for Public Relations Officers of the Armed Forces" (unpublished Master's thesis, Boston University, 1967), p. ii.

<sup>32</sup>Brown, p. 47.



More recently in 1971, Rear Admiral W. Thompson, Navy Chief of Information, addressing a gathering of Navy public affairs officers, commented:

. . . a public affairs officer must first and foremost be a naval officer. He must be able to identify with and comprehend the aspirations, requirements and frustration of the "operator" [unrestricted line officer]. When he has done all that, he is ready to begin the narrower practice of his specialized portion of the broad spectrum of the naval profession . . . .<sup>33</sup>

On the same occasion, after noting that there had been some recent cutbacks in the public affairs personnel field, the admiral also stated:

. . . we who are left, must work harder, become more diversified in our professional skills, and more imaginative in the employment of resources. It also places a heavy burden upon the experienced and skilled individual to train his contemporaries and his subordinates. Each of you is responsible to the other: the senior to the junior for training, for management, and for personal example of professional performance and behavior; the junior to the senior for loyalty, open-minded receptivity, tempered by questioning subordination, and for support and assistance. And each is responsible to the whole group for maintaining impeccable standards of performance so that to call a man a public affairs officer is to recognize him as a professional. We cannot settle for less.<sup>34</sup>

In 1973, Rear Admiral Thompson, stressing that top military management is urgently in need of

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<sup>33</sup>Opinion expressed by Rear Admiral William Thompson, USN, in an address at the 1971 Navy Public Affairs Conference, Annapolis, Maryland, August 2, 1971.

<sup>34</sup>Ibid.



professional public affairs counsel as an integral part of the management process, addressed the problem in a more general way:

If we, as practitioners, are to evolve as professional public affairs members of this management team, we must think . . . in terms of encouraging more professional public affairs education . . . and emphasize the development and training of young talent in both management and communications.<sup>35</sup>

The Mack Report also addressed the challenges of the future in this area:

. . . Success depends upon expertise in mass communications functions and techniques; upon familiarity with international, national and internal Navy audiences; and upon knowledge of the sociological and environmental factors which impact upon Defense policy. Public affairs officers must deal daily with highly professional media representatives who are much better educated than their predecessors; and with other governmental agencies whose information personnel have a high incidence of postgraduate degrees; and with other national communication systems. To operate in the increasingly complex communications environment, and to advise commanders, public affairs officers, specialists as well as subspecialists, must be better educated earlier in their careers than previously has been the case to provide a base upon which further expertise can be built through experience in billets of increasing responsibility.<sup>36</sup>

Another study of interest in this area was conducted by the Navy's Professional Manpower Management

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<sup>35</sup>Rear Admiral William Thompson, "Armed Forces Focus on Public Affairs," *Public Relations Journal*, XXIX (December, 1973), 17.

<sup>36</sup>Mack and others, p. 87.





Unit. In an effort to forecast officer and civilian manpower requirements in the field of public affairs through 1981, the unit used the Delphi long-range forecasting technique to develop a consensus forecast among a group of senior Navy public affairs officers and civilian experts familiar with the Navy public affairs program. The panel predicted that increases in officer billets in various subspecialties in public affairs would range from 120 percent in cinematography to 382 percent in radio-television over the next decade. Increases ranging from 25 to 127 percent were forecast for civilian public affairs positions.<sup>37</sup>

While the projected increases might appear to border on the astronomical, it might be added that the forecasted changes would result in a net increase of thirty-seven officer billets coded in public affairs subspecialties (from twenty-four in December, 1971, to sixty-one in 1981).<sup>38</sup>

Of particular interest in this study was the solicitation of individual comments on the rationale for

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<sup>37</sup>U.S., Department of the Navy, Office of the Chief of Naval Operations, Assistant Deputy Chief of Naval Operations for Manpower, "Forecast of Professional Manpower Requirements in the Field of Public Affairs," ADCNO Memorandum Serial 13689Pl0 (Washington: Department of the Navy, 1972), pp. 2-3. (Mimeographed.)

<sup>38</sup>Ibid., p. 3.



changes, officer utilization, and emerging fields related to public affairs. While no attempt was made in the study to obtain consensus concerning the type of skills or knowledge that might be essential for the Navy public affairs in the future, a number of individual comments appear germane.

One respondent echoed comments, outlined earlier in this section, concerning qualifications for Navy public affairs officers:

He must be a naval officer first, a staff officer second, and a public affairs specialist third. This order of priority provides the officer with the proper background to serve the Navy most effectively.<sup>39</sup>

However, a number of suggestions stressed the need for extensive training and/or background in various disciplines related to mass communications and the social sciences:

I suggest attention be given to the vitals of public affairs studies: public opinion analysis; international persuasion in a competitive world; communication research techniques; public diplomacy, publicity and journalism. Add to these . . . the necessity for every public affairs leader to have a basic grounding in one of the social or behavioral sciences. Finally, every public affairs officer must understand the relationships between what he does and the political pressures of the time.<sup>40</sup>

Another respondent commented more succinctly:

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<sup>39</sup>Ibid., p. 5-3.

<sup>40</sup>Ibid., p. 5-4.



Without an understanding of the issues that concern the public--international, ecological, etc., the ingredients of attitude and value formation . . . and the means of communicating with the public--advertising and marketing, we cannot continue to contribute effectively to a well-informed public.<sup>41</sup>

Thus, as was the case with respect to public relations practitioners, there appears to be no firm consensus concerning the type of skills and knowledge that will be needed by the Navy public affairs officer in order to be an effective practitioner in the future.

#### WHAT KIND OF STUDY IS NEEDED TO EVALUATE THE FUTURE OF NAVY PUBLIC AFFAIRS?

At least two studies have examined various aspects of the future of Navy public affairs. As previously indicated, the Mack Report study group conducted an analysis of the Navy's public affairs program to determine requirements for Navy public affairs activities over the near and midterm future. The Mack Report drew a number of conclusions and offered specific recommendations for modernizing the structure of the Navy public affairs program. Many of the recommendations have been approved and will be implemented during the next several years.

Another study investigated Navy public affairs

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<sup>41</sup>Ibid., p. 5-7.



officer manpower requirements through the year 1981 and provided individual, but divergent points of view with respect to the type of skills and training needed by the Navy public affairs officer in the future.

Although the Mack Report provides some insight into potential trends that may affect the future of Navy public affairs, it does not go into great detail concerning specific events and developments that may affect that future. Likewise, while the study of manpower requirements developed consensus with respect to projected increases required in certain subspecialty areas, it did not attempt to develop a consensus with respect to skills and training needs.

It might be added that the Delaney long-range group research report<sup>42</sup> enumerated a number of trends that may affect the Navy in the future, and that will certainly affect directly or indirectly the practice of Navy public affairs. However, that study did not specifically address those trends that might affect the practice of Navy public affairs.

Thus, some systematic study that would attempt to develop expert consensus with respect to potential events and developments that may affect Navy public

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<sup>42</sup>Robert F. Delaney and others, *The Long-Range Future of the Navy, 1972-1985*, II (Newport, R.I.: U.S. Naval War College, 1972), 4-7.





affairs in the future as well as consensus with respect to future training needs of Navy public affairs officers would appear to be a logical extension of the aforementioned studies.

And in some respects, a study such as that suggested above, concerning the practice of public relations or public affairs in a specialized area, would appear to be a logical adjunct to Mackin's more general survey<sup>43</sup> of the practice of public relations in the future.

Such a study of Navy public affairs will need to attempt to develop group consensus and "responsible conjecture" about the future of Navy public affairs. Additionally, it needs to investigate the type of skills and knowledge that will be needed by the Navy public affairs officer of the future in order to effectively practice his profession.

Such a study will also have to examine Navy public affairs in the context of a multi-variate future, capable of being affected by many forces--international events, politics, communications technology, socio-economic developments, media expectations, social science and mass communications research, etc.

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<sup>43</sup>James H. Mackin, "A Delphi Study of Public Relations Training Needs" (unpublished Master's thesis, California State University, Fullerton, 1973).



How does one go about predicting future technological, social, and international developments and changes relevant to the practice of Navy public affairs? One such method is the Delphi long-range forecasting technique developed at the Rand Corporation and used by Mackin in his investigation of the future of public relations. Mackin describes the technique:

. . . the Delphi technique is a procedure for formulating a group judgment for any subject matter where precise information is lacking. The procedure consists of obtaining best estimates from knowledgeable persons by means of formal communications [normally sequential questionnaires via mail]. Several rounds of estimates are conducted with controlled feedback introduced between rounds by the exercise manager. The statistical aggregate of the final estimates is taken as the group response . . . participants remain anonymous to one another to optimize the objectivity of the estimates.<sup>44</sup>

It might be added that the use of questionnaires precludes face-to-face meetings of panel members and eliminates the effect of persuasive and forceful personalities on group judgment.<sup>45</sup>

In previous studies, the Delphi technique<sup>46</sup> has succeeded in producing a convergence of expert opinion

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<sup>44</sup>Mackin, p. 16.

<sup>45</sup>James H. Mackin and Marvin J. Rosen, "Zip! The Future Passes!" *Public Relations Journal*, XXIX (September, 1973), 23.

<sup>46</sup>Olaf Helmer, *Systematic Use of Expert Opinions* (Santa Monica: The Rand Corporation, 1967), p. 11.



and group consensus over several rounds of the exercise. With respect to his study, Mackin stated that the Delphi technique effectively achieved group consensus on questions pertaining to uncertain futures in public relations.<sup>47</sup>

It should also be pointed out that the use of Delphi procedures reliably increases the accuracy of group estimates.<sup>48</sup> Therefore, it appeared that the Delphi technique, replicating to a certain degree the procedures used by Mackin, would be an appropriate methodology for estimating the probability and date of future events and developments considered likely to have an effect on the practice of Navy public affairs.

However, at this point, it should be stressed that the validity of any Delphi study is more conjectural than empirical in nature. Only the passage of time can verify or contradict the predictions.<sup>49</sup>

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<sup>47</sup>Mackin, p. iii.

<sup>48</sup>N. Dalkey, B. Brown, and S. Cochran, *The Delphi Method, III: Use of Self-Ratings to Improve Group Estimates* (Santa Monica: The Rand Corporation, 1969), p. 1.

<sup>49</sup>See Chapter 7 for a more detailed discussion of this particular point as well as other limitations of the methodology.



## OBJECTIVES OF THE STUDY

This study has three objectives:

1. To obtain a consensus among two groups of experts--one a group of Navy public affairs officers and the other a group of experts from a variety of disciplines--concerning those events and developments during the next fifteen years that might affect the practice of Navy public affairs.
2. To ascertain what types of skills and knowledge are considered most essential for the newly designated, active duty Navy public affairs officer to effectively practice his profession during the coming decades.
3. To compare the forecasts of the aforementioned groups of experts for similarities and differences of opinion.





## Chapter 4

### PROCEDURE

#### POPULATIONS AND PANELS

Two panels designed to be reasonably representative of U.S. experts on the future of Navy public affairs were sampled: (1) a population of experts in a variety of disciplines related to the practice of public relations/affairs, and (2) a population of Navy public affairs officers in the United States.

According to Mackin, a minimum of twenty persons per panel is needed to assure validity.<sup>1</sup> From a pool of more than three hundred potential respondents, one hundred were chosen to participate on the multidiscipline, civilian panel and sixty on the Navy public affairs officer panel. The additional persons selected for each panel allowed for panel mortality over the duration of the survey. A larger number was selected for the civilian panel because a higher attrition rate was predicted for that group.

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<sup>1</sup>James H. Mackin, "A Delphi Study of Public Relations Training Needs" (unpublished Master's thesis, California State University, Fullerton, 1973), p. 19.



The Multidiscipline  
Civilian Panel

In an attempt to develop expert opinion on the future of Navy public affairs, a group of experts was chosen from a variety of disciplines considered likely to suggest events and developments with a potential for major impact on the future practice of Navy public affairs.

The list of disciplines selected for having a high probability of influencing the future of Navy public affairs included print media, international communication, electronic media, public relations, mass communications/social sciences education, film production and photography, employee and internal relations, advertising, and communications/social sciences research.

An attempt was also made to include more specialized areas within some of the broad disciplines mentioned above. For example, individuals employed by network and local radio and television, cable television, public/instructional television as well as in top management, programming, news and research positions were represented in the electronic media category. Likewise, the educators category included specialists in journalism, cinematography, public relations, marketing, economics, psychology, sociology, international law, public diplomacy, etc.



Another consideration in the selection of panelists was geographical balance. A list of potential panelists was developed from a number of sources. First, a list of associations representing some of the disciplines was developed. A letter providing background information on the study was sent to the group involved requesting the names of potential panelists. Appendix A is a sample letter.

Next, the directors of each of the Navy's five regional public affairs offices were asked to develop a list of potential panelists from among knowledgeable experts in their respective geographic areas. In addition, a limited number of Navy public affairs officers at other key commands were asked to develop similar lists.

Periodicals and other reference sources were researched by this writer for potential panelists. And in a few cases, the names of persons known personally or professionally by this writer were added to the list.

From these sources, names were chosen to fulfill the desired panel composition.

#### The Navy Public Affairs Officer Panel

The Navy public affairs officer panel was also drawn to represent a broad distribution of expertise.



Both active duty public affairs officer specialists (80 percent of the panel) and Navy civilian public affairs officers (20 percent) were included. The reason for the aforementioned panel composition was that the active duty specialists occupy most of the key Navy public affairs positions and generally have greater breadth of experience as indicated in Chapter 3.

An attempt was made to ensure a reasonable representation of certain ranks (lieutenant and above) and various areas of expertise. Public affairs officers serving in or who had recently served in billets such as media relations, photography and film production, community relations, international public affairs, internal relations, public affairs planning, public affairs personnel management, and public affairs education were selected. Officers serving in overseas billets were purposely excluded to facilitate the timely administration of the survey; however, officers who had recent experience in international public affairs were included in the panel. With a few exceptions, all of the panelists had been employed by the Navy for a minimum eight to ten-year period.

#### Panel Participation

As was indicated earlier in this chapter, one hundred persons were selected to participate on the





civilian panel and sixty on the Navy public affairs officer panel. A larger number was selected for the civilian panel because a higher attrition rate was predicted for that group.

Table 1 provides the frequency of returns following each mailing. Panel attrition between rounds one and three was high, particularly among the civilian group; however, there was reasonable panel stability during the final three rounds, both in terms of the numbers and actual individuals responding. While the minimum of twenty persons per panel,<sup>2</sup> needed to assure validity, was maintained throughout the study, a higher level of participation by the civilian panel would have been more comfortable for the researcher.

Table 2 shows the initial panel composition and panel participation rate by various disciplines for the civilian group. The latter figure is the average participation rate for a particular discipline over five rounds. There appears to be a reasonably balanced participation rate among the various disciplines. The educator group was over-represented and the international communication group failed to provide a respondent. However, expertise in international affairs was provided

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<sup>2</sup>Mackin, "A Delphi Study," p. 19.



Table 1  
Frequency of Returns by the Navy and  
Civilian Panels over Five Mailings

Round/Mailing	1	2	3	4	5
Navy Panel (N=60) <sup>a</sup>	44	39	30	30	36
Civilian Panel (N=100) <sup>a</sup>	42	32	21	21	24

<sup>a</sup>After the second round, the actual N for the Navy group was 59 and 92 for the civilian panel. Persons who wrote indicating that they could not participate in the survey were dropped from the sample.

Table 2  
Initial Panel Composition and Average Panel  
Participation Percentages in the Various  
Disciplines Represented in the  
Multidiscipline Civilian Panel

Discipline	Initial Panel Composition Percentage	Average Participation Percentage
Electronic Media	20	21.4
Public Relations	15	11.4
International Communication	5	0.0
Educators	15	25.0
Film Production/ Photography	5	5.0
Print Media	15	13.6
Employee/Internal Relations	5	4.3
Advertising	10	7.8
Communications/ Social Sciences Research	10	7.9
Anonymous	0	3.6
N=100	100	100.0



by individuals in the educator sample who participated in the survey. Additionally, any weakness or bias that might be attributed to over-representation in the educator sample might be considered somewhat diluted by the fact that this group included experts in a variety of specialized disciplines in mass communications, the social sciences, and other areas.

It should be added that the participation rates for the various disciplines for each mailing tended to be reasonably consistent with the figures for average participation depicted in Table 2. However, there were several cases during particular rounds where a discipline was noticeably under-represented or failed to provide a respondent. Thus it would seem that one weakness, perhaps minor in nature, of the Delphi method is the difficulty of maintaining preestablished proportions for each round.

Table 3 shows the initial panel composition and average participation rate percentages for groups represented in the Navy public affairs officer panel.

#### DESIGN AND INSTRUMENTATION

The design was essentially a panel study using the Delphi technique to obtain and compare panel data. Two panels were formed as previously indicated.



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Table 3

Initial Panel Composition and Average Panel  
Participation Percentages for Groups  
Represented in the Navy Public  
Affairs Officer Panel

Group	Initial Panel Composition Percentage	Average Participation Percentage
Active Duty Specialists (N=48)	80	81.5
Civilian Specialists (N=12)	20	16.8
Anonymous	0	1.7

Five mailings using questionnaires were conducted with this writer acting as the monitor. An introductory letter (Appendix B) and information sheet (Appendix C) were mailed along with the initial questionnaire (Appendix D) explaining the study and requesting participation by the panelists. The first questionnaire asked panel members to submit three or more possible events or developments they thought most likely to occur by 1990 that could have an important effect on the practice of Navy public affairs in the future. This questionnaire was pretested for clarity and utility among a group of Navy public affairs officers and San Diego State University graduate students prior to the mailing.

On the second questionnaire, panel members were



This list then formed the basis for Section I of Questionnaire 3 when members from both panels evaluated the common list of events. During this round, the panelists were asked to provide a probability rating and estimated date of impact on the practice of Navy public affairs for each event. Feedback in the form of medians and interquartile ranges from the probability ratings from the previous round were provided for each event. In Section II of the questionnaire, the panelists were also asked to provide a probability rating for a common list of fifty-one events suggested by the panelists during the second round. Appendix F is the information sheet that accompanied that questionnaire.

In conjunction with round four, this writer had originally intended to utilize the fourth questionnaire to demonstrate, among other things, that the Delphi technique could produce movement toward consensus by panel members. Respondents would have been provided the medians and interquartile ranges on each item in the first section of the third questionnaire and then asked to re-estimate each event, both with respect to probability and date of impact.

However, because the attrition on the civilian, multidiscipline panel was excessive during round three, probably because of the length of the questionnaire and



the fact that it was mailed during the traditional August vacation period, this researcher decided to forego that aforementioned plan for round four. It seemed probable that subjecting the civilian panel to another lengthy questionnaire at this point would create unacceptable panel mortality, thus jeopardizing the validity of the survey.

In Chapter 3, it was pointed out that the use of Delphi procedures reliably increases the accuracy of group estimates. Thus, the accuracy of the estimates, because of the failure to complete the iteration process, could be questioned. However, for reasons that will be discussed in detail in Chapter 7 concerning limitations of the survey, this writer believes that the validity of the findings was not significantly affected by failure to complete the re-estimation process.

Thus, on the fourth questionnaire, the panelists were asked to provide a re-estimation of probability as well as a date of impact for the shorter list of events originally suggested during round two and rated for probability during the third round. A total of twenty-four events, those receiving a probability rating of seven or higher by at least one of the panels, were retained for further evaluation. Again, the panels were provided feedback in the form of medians and



interquartile ranges with respect to probability ratings for each event. In addition, the fourth questionnaire produced suggestions from respondents concerning the type of skills, background, and knowledge that would be needed by the newly-designated Navy public affairs specialist in order to perform effectively during the coming decades. Appendix G is the information sheet that accompanied that questionnaire.

The fifth questionnaire, the final mailing, completed the study by obtaining ratings on an adjectival scale concerning the importance of the skills and training suggestions. Results from this questionnaire provided a Navy versus civilian view of the type of skills and knowledge that would be required by Navy public affairs practitioners in the future. Appendices H and I represent the fifth questionnaire and covering information sheet.

#### KINDS OF DATA

Descriptions of events or developments foreseen as having major impact on the future of Navy public affairs were obtained from the respondents. A total of 307 events and developments were suggested and initially considered by the panels. Analysis, eliminating overlap and repetition, plus removal of low probability events,





resulted in a final number of 171 events and developments being rated for probability and date of impact. That list is included as Appendix J.

The panelists also rated the need for various skills. These ratings were used to compare the views of the two panels.

### ANALYSIS

Three basic Delphi methods were employed to analyze the questionnaire data.

The first was the perception matrix, described earlier in this chapter, used between rounds two and three to reduce the events suggested by the two panels to a common list of mutually exclusive events.

The second measure was employed after the completion of the estimates on events to determine if the panels had reached substantial agreement or consensus on each event. A panel was regarded in agreement on the probability or date estimate if the interquartile range was less than .5 of the median on any given estimate.<sup>3</sup>

Both panels achieved substantial agreement on just over 80 percent of the items with respect to

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<sup>3</sup>Mackin, "A Delphi Study," pp. 31-32. (Note: .5 of the median for dates was calculated by taking the median date, subtracting it from 1974, and dividing by two.)



probability and about 16 percent of the items with respect to date of impact. It should be recalled that the probability ratings were subjected to re-estimation whereas the dates were not.

The third measure used was a calculation to determine the extent of movement toward consensus between rounds of estimates. This was ascertained by applying a measure to determine the degree of relative convergence of the interquartile ranges expressed as:

$$\text{Relative Convergence} = \text{RC} = \frac{\Sigma \text{IQ}_1 - \Sigma \text{IQ}_2}{\Sigma \text{IQ}_1}$$

where:  $\Sigma \text{IQ}_1$  = sum of interquartile ranges across N items during the first round of estimates

$\Sigma \text{IQ}_2$  = sum of interquartile ranges across N items during the second round of estimates (re-estimation)

The results demonstrated 28.9 percent and 18.8 percent convergence, respectively, for the Navy and civilian panels with respect to probability estimates. Mackin reports that relative convergences of 25 percent have been common in similar Delphi experiments and that percentages of 13 to 15 percent are less than ordinary but are not considered trivial.<sup>4</sup> This measure was not applied to probable dates since the panels were not

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<sup>4</sup>Mackin, p. 34.



asked to re-estimate dates.

It was also noted that convergence of the inter-quartile range of probability ratings occurred on 61.7 and 51.3 percent of the items, respectively, for the Navy and civilian panels. These figures on convergence provide some evidence that the use of Delphi procedures led to group convergence of opinion. Other methods used to analyze specific types of data are described, where appropriate, in the following chapters.



## Chapter 5

### FINDINGS AND CONCLUSIONS: EVENTS AND DEVELOPMENTS

#### INTRODUCTION

The three major areas to be discussed in this chapter with respect to the events and developments suggested by the panels are (1) a brief statistical analysis of the degree of concurrence with respect to the probability ratings and estimated dates, (2) a detailed outline of the findings, and (3) a summary of the findings and appropriate conclusions.

#### STATISTICAL ANALYSIS

##### Events and Developments

The first area involves a statistical analysis of the degree of concurrence with respect to the events and developments suggested by the two panels. The final common event list judged by both populations consisted of 171 events that were evaluated by the panels. These events and ratings are listed in Appendix J.

##### Probability Ratings

The Navy public affairs panel gave median probability ratings of seven or higher to 143 of the 171 or





83.7 percent of the items. The civilian, multidiscipline panel gave ratings of seven or above to 137 or 80.1 percent of the items. In similar studies, median probability ratings of seven or more on a ten point scale have indicated high group confidence that the event or development would happen.<sup>1</sup>

In analyzing the results of this survey, it should be pointed out that the panelists were asked to give a probability rating concerning whether the event would occur *and* affect the practice of Navy public affairs. Thus there is the very distinct possibility that a particular event or development might have a very high probability of occurrence but might receive a lower probability rating since that event or development is not expected to have a significant effect on the practice of Navy public affairs.

In this study, the median probability ratings over all events ranged from four to ten. The number of items receiving various median ratings by both panels are shown in Table 4.

Table 5 shows the amount of between-panel difference with respect to the probability ratings on

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<sup>1</sup>James H. Mackin, "A Delphi Study of Public Relations Training Needs" (unpublished Master's thesis, California State University, Fullerton, 1973), p. 36.



Table 4  
Distribution of Median Probability  
Ratings by Panel

Group	10	9	8	7	6	5	4	Total
Navy	7	29	66	41	17	10	1	171
Civilian	<u>4</u>	<u>22</u>	<u>71</u>	<u>40</u>	<u>28</u>	<u>6</u>	<u>0</u>	<u>171</u>
Totals:	11	51	137	81	45	16	1	342

Table 5  
Between-Panel Differences in Median Rating Points  
on Probability Estimates of Events

Difference	0	1	1.5	2	3
Number of Items	84	71	0	13	3
Percentage	49.1	41.5	0.0	7.6	1.8



particular events.

According to Mackin, between-panel differences of three rating points are considered as major disagreement, two rating points as substantial disagreement, and 1.5 points as minor.<sup>2</sup> A difference of one rating point or less between panels on a particular item is considered as substantial agreement.<sup>3</sup>

Thus, there is substantial agreement in the median ratings between the panels on 90.6 percent of the suggested events. This compares favorably with the amount of substantial agreement (92 percent) achieved by Mackin in his thesis survey on events likely to affect the practice of public relations in the future.<sup>4</sup>

High between-group agreement was achieved on 109 (63.7 percent) of the items. Items of high between-group agreement are defined as those having differences of one or less rating points while having a combined median probability rating of fifteen or more.<sup>5</sup> This is considered a severe test of probability.<sup>6</sup> Both panels, therefore, would appear to be confident that these events will occur and affect the practice of Navy public affairs.

There were 31 events (18.1 percent) with

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<sup>2</sup>Mackin, p. 43.      <sup>3</sup>Mackin, p. 51.      <sup>4</sup>Ibid.

<sup>5</sup>Mackin, p. 36.      <sup>6</sup>Ibid.



substantial between-panel agreement where the difference in probability ratings was one or less and where the combined medians total thirteen or fourteen. These criteria suggest that the panels feel strongly that the events will occur and affect the practice of Navy public affairs.<sup>7</sup>

In addition, there were ten items where the median differences were two or three points, but which received a minimum six median probability rating by each panel and combined median totals ranging from thirteen to eighteen. Thus while there may be substantial or major disagreement between panels with respect to the precise probability, it is this writer's judgment that there still exists strong to high between-panel belief that these particular events will occur and affect Navy public affairs in the future.

#### Estimated Dates

The amount of between-panel agreement is considerable with respect to estimated dates of impact. Table 6 lists between-panel differences by the number of years. On 97.1 percent of the listed events, the between-panel difference in estimates was two years or less. There was no difference between panels on 38 percent of the

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<sup>7</sup>Mackin, p. 40.





items.

Mackin regarded between-panel differences of ten years or more as substantial disagreement.<sup>8</sup> In this study, the largest between-panel difference, in two cases, was five years.

Table 6

Between-Panel Differences on Median Date  
Estimates for Events

Difference in Years	0	.5	1	2	3	4	5
Number of Items	65	1	73	27	2	1	2
Percentage	38.0	0.6	42.7	15.8	1.1	0.6	1.1

### THE FINDINGS

Earlier in this chapter, it was pointed out that there were 140 items that received high or strong between-panel agreement ratings. There were an additional 10 items in which there was greater between-panel disparity concerning the actual probability, that appeared to merit the conclusion that there was still strong or high between-panel confidence with respect to probability of occurrence and impact on Navy public affairs.

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<sup>8</sup>Mackin, p. 52.



These high and strong agreement items are outlined below under the following broad headings: (1) international affairs, (2) socioeconomic and political developments, (3) the environment, oceanography, and natural resources, (4) communications technology, the media and public relations, (5) naval strength, personnel, and recruiting, (6) weapons systems, (7) Navy public affairs, and (8) areas of disagreement. Some of the events may not fit neatly into any of the above categories while others may overlap two or more; however, an attempt has been made to outline those events under the categories that would appear to be most appropriate.

Within each of the aforementioned categories, a distinction between the high and strong agreement items will be made. Dates of impact will also be provided to provide a more comprehensive picture concerning the predictions. With respect to the dates, it should be noted that the panelists were requested (see Appendix F) to provide an estimate of the year in which the event or development would affect the practice of Navy public affairs to any significant degree. Therefore, it should be borne in mind that there is often a time lag between the time equipment is available or a law is passed and the time of impact. Also, some developments may be gradual in nature; in these cases, the panelists were



asked to provide an assessment as to when the development may have reached a level of significance in its impact.

### International Affairs

In the area of international events and developments, the panelists forecast that the following would affect the practice of Navy public affairs:

High agreement:

1. The increasing size and capabilities of the Soviet Navy and the Soviet Union's demonstrated intention to use the Soviet Navy as an instrument of foreign policy (1975-76); the seapower presence of the Soviet fleet in the Indian Ocean (1975-76), with the continued growth and development of the Soviet Navy surpassing the U.S. Navy in missiles (1977) and submarines (1976-78).

2. During the period 1976-80, a possible redistribution of power based on new wealthy nations and sources of minerals; underdeveloped nations will become more potent forces in foreign affairs; the growing interdependence of the world will project economics and politics center stage at the expense of highly visible defense establishments; yet there will be international economic rivalries causing national realignments with the continued realignment of international alliances and groupings to include or exclude the U.S., and the development of political and diplomatic relationships between



the major powers making post-World War II alliance structures (i.e., NATO, SEATO) obsolete.

3. There will be increasing shortages of energy, natural resources, and food as worldwide expectations and demands rise (1975-76). Fuel shortages and high costs will lead to great, far-reaching hardships, particularly in poorer nations, and to intense political pressures and civil disturbances (1977). Further, natural resources limitations will exert profound effects in all aspects of life on the planet--political, economic, sociological, environmental (1977-79). Also, the worldwide scarcity of foodstuffs and natural resources will result in either a new U.S. nationalistic isolationism or new international relationships (1978).

4. Overseas homeporting agreements will continue to plague the Navy, and these agreements will be important if the Navy is to cover the same sea area with a much reduced fleet (1975-76), yet the political difficulties with basing U.S. armed forces on foreign soil can be expected to bring the Navy into a position of pre-eminence because of the relative freedom of naval forces to operate independently in international waters (1977). Allied support and relations with friendly nations will continue to be essential, especially where the Navy has overseas bases or facilities (1975-76).





5. Continual military flare-ups in Asia (1976-77).
6. The reopening of the Suez Canal (1975-76).
7. Establishment of a 200-mile territorial limit offshore could precipitate tensions, confrontations, and possibly conflicts (1977-78).
8. The withdrawal of practically all U.S. forces from Taiwan (1977-78).

Strong agreement:

1. The decline of Israel and rise of Arab nations in world power position (1976).
2. Continuing détente leading to further U.S. unilateral force reductions and withdrawals (1977-78).
3. Changing values among people in both developed and developing nations as economic and political conditions change (1977-78).
4. Increased technological exchange with allied nations (1978-79).
5. The increasing interdependence of nations brought about by food and materiel shortages will have an effect on the availability of such materials to the Navy (1978).

Domestic, Socioeconomic, and  
Political Developments

A variety of social, economic, and political



developments and trends on the domestic scene are expected to affect the Navy and its public affairs program. High agreement items include:

1. A continual demand on the part of blacks for true equality in all areas of American life, including the Navy (1974-75), and movement toward greater equality of opportunity and placement for minority groups in and outside the Navy (1975-76). The Women's Equal Rights Amendment will be passed (1976) and women will achieve greater equality with men in most occupations and will be given greater and more diverse responsibilities (1977-78).

2. A number of factors will affect Department of Defense and Navy budgets including a continuing problem of inflation which will require Congress to take closer scrutiny of Defense spending (1975-76); Congressional, public and media opposition to continual cost overruns in weapons development and to spiraling, inflationary military expenditures (1975); a possible economic slump that could become severe, creating a shortage of funds (1975-76); an era of relative international peace, making it difficult to convince the general public and members of Congress of the need for extensive military budgets necessary to modernize the Navy (1975-76), and a continued expansion of government social programs with



more dollars going to the Department of Health, Education, and Welfare and less to defense (1976-77).

3. A continued disinclination on the part of Americans to get involved in another Vietnam (1974-75).

4. Brighter, wiser, and far better educated youth entering the adult world with more inclination to reason why than just to do and die (1975-77).

5. Increased emphasis on educational activities on the collegiate, technical, and vocational levels. Continuing education services made more accessible with greater numbers of courses offered at more frequent intervals should affect the educational level of service personnel (1976-77).

6. Public sophistication will increase (1977-78).

Strong agreement items include:

1. An (undefined) reorientation of values in American society (1976-78).

2. Technology will be increasingly directed toward a better quality of life (1978-80).

#### The Environment, Oceanography, and Natural Resources

In this area, the panels confidently predicted the following developments:

1. A sustained interest in biological and



ecological conditions of air, water, and land, with increased federal and state legislation controlling pollution (1976).

2. With respect to the development of ocean resources, there will be increased exploration for oil, gas, and minerals by the major powers (1975-77); development of underseas zoning and boundary establishment to standardize and legalize mining, drilling, etc. (1980), and cultivation and farming of the oceans as a necessary source of food for a larger world population (1982-85).

3. Scientific breakthroughs in fuels and energy technology with the development of new sources of energy (1980-82).

Strong agreement items included the following:

1. Oceanography will become a prime objective of the Navy with increased training and/or recruitment of highly trained personnel in this area (1979-80).

2. Protection of new offshore facilities--continental shelf oil and gas and mining the deep oceans (1980).

3. Greatly increased possibilities for the use of the oceans for storage and habitation (1982-85).





Communications Technology,  
the Media, and Public  
Relations

The panels forecast a variety of events in the area of communications technology and new equipment, the media, and public relations that are expected to affect the practice of Navy public affairs. For the most part, the items outlined in this section did not specifically address the subject of how the developments would affect Navy public affairs; thus, more specific suggestions along these lines are contained in the section on Navy public affairs that follows later in this chapter.

In the area of communications technology and equipment, the panels were in high agreement on the following:

1. The development of a domestic communications satellite system (1978-79) and of a greatly expanded satellite TV closed-circuit system which will revolutionize communications applications in news, training, conferences, and day-to-day business communications (1980).

2. Impact of laser photos and similar rapid means of quicker dissemination of newsworthy events (1978-79) and technological advancements in the photographic arts and sciences in general--eventual elimination of wet processes, computerized imagery, etc.



(1979-80).

3. Proliferation of color video backpack systems (1978) and introduction of a movie camera which produces an instantly projectable film (1980).

4. The speed of communication will greatly increase and become available to more people (1977-78).

5. Media accessibility will increase for local consumers with multichannels of information becoming available to meet specific information requirements on demand (through the development of cable multichannel capabilities and interface with computers) (1980).

Still in the area of communications technology, there was strong agreement that the following factors would affect Navy public affairs:

1. There will be instant awareness of what's going on in the rest of the world (1976-78).

2. Increased communications technology and speed will create vast problems by providing vast supplies of knowledge without benefit of background information, creating a necessity for instant decisions to go along with instant communications without the broad base necessary for decision making (1978-80).

3. The legitimization of responsive polling techniques--i.e., expression, via two-way cable television, of formal public sentiment on key issues (1979-



80).

4. Videotape will replace motion picture film on a widespread basis (1979-80).

With respect to the media, the panels were in high agreement on the following forecasted events and trends:

1. Network television will continue to be the primary source of entertainment and news, with newspapers continuing to serve the public as they do today, with the advent of more special interest magazines (1976).

2. The closer scrutiny the press has given to people in positions of authority (1974).

3. The increasing importance of suburban media (e.g., newspapers, radio) (1976-78).

In the area of public relations, the panels were highly confident that the following developments would affect Navy public affairs:

1. The application of theories of communications, persuasion, learning, and social change will become increasingly evident in public realtions (1976-78).

2. Increasing use of high speed visual communications without real sanctions on misrepresentation will probably make attitude influencing and appropriate countermeasures a major problem both nationally and



internationally (1978).

3. Mass media channels will proliferate making possible very precise localization of public relations compaigns; i.e., neighborhood newspapers, local closed-circuit television stations, etc. (1978-80).

4. There will be increased use of computerization in mass communications information retrieval and increased use of operational management techniques in public affairs decision making (1978-79).

5. Growing professionalism of the public relations profession (civilian and military) and recognition of such (1978-80).

Items in the public relations category on which the panels strongly agreed included:

1. Application of evaluative methods for assessing the effects and impact of public relations compaigns will become increasingly evident (1976-78).

2. Audience identification will become extremely complicated as society becomes splintered into special interest groups. Attempts to communicate to a majority or "mainstream" will consist of identifying and addressing a combination of groupings with audience demographics becoming a critical field of study for public affairs (1977-78).

3. The increase in intercultural communications





will facilitate a new look at public affairs (1978).

Naval Strength, Personnel,  
and Recruiting

A number of events and trends with respect to the size of the Navy, personnel and human relations matters, and recruiting were suggested by the panels. Unless otherwise noted, all of the developments in the following discussion are high agreement items.

The panels predicted that there will be a smaller, but more expensive Navy (1976) in the future and that the Navy will shrink in size as the result of mounting costs and de-emphasis of the control of the sea concept (1976). The Navy will also continue to decrease in size in terms of personnel with increased emphasis on technology which will necessitate more difficult recruiting as the Navy must compete more directly with industry (1976-76). There will also be increasing difficulty in obtaining qualified officers and enlisted personnel to meet the Navy's highly specialized technical needs as the result of the mushrooming number of technical specialists needed to man the Navy's new ships, aircraft, and weapons systems (1977-78). The panelists also strongly believe that a shortage of first-class officers may be the largest of all problems the Navy and other military services will have to face during the



next decade (1980).

Other factors which will affect recruiting and retention are the no-draft environment (1974) and rising civilian pay scales (1975). There is also a strong indication that degradation of medical facilities, commissaries, recreation facilities, and exchanges will affect recruiting and retention (1975-76).

There will be a social and cultural evolution (undefined) within the U.S. which will have to be reflected in Navy attitudes toward its personnel (1975-76), a continued demand from enlisted personnel to humanize the Navy (1975), a continued evaluation of the "New Navy" movement started by Admiral Zumwalt<sup>9</sup> (1975), and a continued conservative-liberal argument in leadership and personnel matters within the Navy, with a reasoned liberal attitude gradually gaining credibility (1976-78).

With respect to women, there will be an increase of women in the Navy (1976) and they will be admitted to the Naval Academy (1977-78). There is also a strong belief that women will be integrated completely into the Navy's personnel structure (1980).

Finally, the panelists predict that the Navy

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<sup>9</sup>Refers to Admiral Elmo Zumwalt, Jr., former Chief of Naval Operations, 1970-1974.



will continue to be plagued by racial tensions despite Admiral Zumwalt's reforms in this area (1975).

### Weapons Systems

In the area of weapons systems, the panels confidently predict that the following factors will affect weapons systems development and Navy public affairs, particularly during the next three to four years:

Expensive weapons systems will receive close scrutiny from Congress and the press (1974); there will be Congressional, public, and media opposition to continual cost overruns (1975); a continuance of the debate about the merits of major naval surface forces (i.e., aircraft carriers and larger combatant ships versus submarines and smaller, faster surface ships) (1976); a major conflict in ideas for shipbuilding and aircraft construction with keen competition for available funds and facilities (1976-77); outdated ships and weaponry (1976-77); and a growth of technological capability which will increase the sophistication and expense of military equipment (1977-78). There is also a strong belief that there will be increasing controversy within the Navy over the increased use of nuclear power for Navy vessels, particularly aircraft carriers (1976-77).

During the period 1978-80, the panels forecast, in high agreement, that there will be continued increase



in missiles with less interest in aircraft carriers; an increase in the number of nuclear powered ships with an increased need for qualified personnel in this area, and smaller (in numbers and size) and faster ships (sea control ships, surface effect ships) with fewer men to man and support them. There is also strong agreement that there will be development of a surface effect ship of 2,000-ton plus size capable of one hundred knots speed (1980-85).

Navy public affairs, the panelists confidently predict, will also be affected by the introduction into the fleet of the XFV-12/STOL vertical takeoff aircraft (1978) and the Harpoon anti-ship cruise missile series (1978) as well as the development of the TRIDENT submarine program (1978-79). Yet the panelists strongly believe that increasing obsolescence of conventional and undersea weaponry will continue to plague the Navy (1980).

Other highlights in the area of weapons systems include:

High agreement: The danger of atomic war will continue as more nations obtain control of nuclear weaponry (1976-77).

Strong agreement:

1. Because of Congressional and public





skepticism of the present-day military-industrial interface, there will be a shakeup of the Navy's Material Command which will make it more responsive to both public and operational needs of the Navy for credible management of the development and production of weapons systems (1976-77).

2. The technology offering the greatest possibility for a breakthrough in weapons systems is the laser field (1980-82).

#### Navy Public Affairs

Although all of the events and developments discussed in this chapter are expected to affect the practice of Navy public affairs in the future, a variety of panel suggestions specifically address this subject area. These events and trends are outlined below.

In the area of communications technology and equipment, the panels are in high agreement on the following:

1. With respect to the use of electronic media, particularly closed-circuit television (CCTV) in internal communications, there will be during the period 1977-78, the development of inexpensive electronic equipment and increased use of electronic media for internal information aboard ship; shipboard CCTV will be used for



general education as well as entertainment, and because of increased demand for dissemination of internal information, the capability for this dissemination will greatly increase as all commands develop CCTV systems. The increasing emphasis in this area will require more public affairs officer manpower and greater expertise in the use of electronic media by public affairs officers.

2. The development of technology and hardware (e.g., satellite transmission) will allow for real time, or almost real time, television broadcasting to overseas shore stations (1978-79), ships at sea (1978-79), and Navy facilities worldwide (1980).

3. Advent of computerized information retrieval systems for retrieval of past queries, ships' histories, accident statistics, etc. (1977-78).

4. Technology will allow for man and news to move faster with the possibility of "live" coverage of the next war--posing new problems for public affairs officers (1979-80).

The panels strongly believe that computer or telephonic consoles in each public affairs office on a worldwide basis will make it possible to pool information, clear press releases, etc., in real time (1980).

The panels confidently concur that the Navy public affairs officer corps faces a variety of specific



problems and challenges, particularly during the next three or four years.

First, they believe that there appears to be confusion concerning what course the Navy has set with respect to the direction of its public affairs program and that this will need to be resolved (1975-76). They also foresee that declining manpower for the entire Navy will result in fewer active duty public affairs specialists to fill billets, thus causing realignments of the billet structure and creating a major challenge since the public affairs community will not allow declining manpower to affect output (1977).

The panelists also believe that continued development of the all-volunteer force will make recruiting and retention absolutely critical areas for Navy public affairs efforts (1974-75), will require expanded emphasis on advertising and marketing initiatives thus requiring increased Navy expertise in this area (1974-75), and will require involvement by public affairs officers for the foreseeable future (1975).

The steady growth of Soviet seapower, both naval and maritime, will require more time on the part of public affairs officers to explain the situation to U.S. citizens (1975). Yet, an era of relative international peace will make it more difficult to convince the



general public and members of Congress of the need for extensive military budgets necessary to modernize the U.S. fleet in the face of a growing Soviet Navy (1975-76). However, the panels strongly believe that there will be a development of social pressures to renew the U.S. Navy when the Soviet maritime threat is finally understood and the public becomes sufficiently aroused (1976-78).

There will also be an increased need to explain the "new Navy"--that it consists of humanists, that there has been a change in the relationship between officers and enlisted men, and that naval personnel are dedicated people who want to give more to society than they take from it (1975-76).

The panelists also believe that there will be more disclosure under the Freedom of Information (FOI) Act as a result of recent happenings in government (1975) and increased emphasis by the media and the public on FOI rights (1976). There is strong belief that there may be legal requirements that include establishing personal responsibility for delaying beyond stated limits the release of information and backing up the regulations with suspension from the job if guilt is established--with the Navy public affairs officer having a firmer requirement to wrest information from a





conservative establishment for a liberal press (1976-78).

In an era of the all-volunteer force, the panelists also confidently predict that communications of the Navy's needs, problems, and achievements will be a much more challenging problem because the general public will feel less involved with the military than in the era of the citizen-soldier (1976). There will also be, the panelists strongly believe, a lack of grass roots persuasion of Navy needs because Washington datelines do not relate to people living in an era of a credibility gap (1976).

Other high agreement public affairs challenges and problem areas include:

1. The Navy will have to justify its existence on arguments other than sea control (1976-77).
2. The question of whether continually increasing competition between the military services for recruits is cost effective and acceptable to the public may lead to public relations problems and changes in recruiting procedures (1977).

Finally, the panelists strongly believe that continued technological developments may require public affairs specialists to be completely conversant with particular projects with the possible institution of program public affairs specialists along the lines of



the present long-term program manager system for major weapons systems, etc. (1978).

A variety of other suggestions in the area of Navy public affairs were offered. Some high agreement items include:

1. Reserve information officers will need to be better informed on subjects to which they should address themselves (1975).

2. There will be a pooling of public affairs assets in areas of fleet concentration or in regional marketing centers (1975-76) and more decentralization of Navy contact with the media outside of Washington, D.C. (1976-77).

3. Women will play a more important role in Navy public affairs (1976-77).

4. Navy public affairs will need to look and ask for outside assistance from people specifically involved as leaders in various areas of communications (1976-77).

5. Navy public affairs will continue to be a viable career.

Areas of strong agreement:

1. With the U.S. dependent on ocean commerce for a percentage of some sixty-six of the nation's most strategic materials and with the ever-present possibility



of blackmail such as in oil, the need for a strong Navy will ease the Navy's public affairs challenge (1977-78).

The above item is an interesting, but not necessarily conflicting one, in contrast with the predictions that the Navy will shrink in size in part as a result of de-emphasis on the control of the sea concept and another prediction that the Navy will have to justify its existence on arguments other than sea control.

2. There will be fewer active duty specialists at individual military commands with more utilization of subspecialists and civil service personnel in support of individual command public affairs programs (1976-77).

There will be increased sophistication on the part of Navy leaders concerning the true value of public relations and the role and power of the press (1977).

3. There will be a developing "crop" of better educated and more knowledgeable public affairs officers because of the increased opportunities for graduate education and longer tours in meaningful jobs (1977-78). In addition, the increasing professionalism in Navy public affairs among the present generation of young, well-trained and broadly experienced public affairs officers will create an improved rapport between the public affairs officer and the commander.



## Disagreement

Although there was considerable between-panel agreement on most of the predictions, there were areas of major and substantial between-panel disagreement on several items with respect to probability ratings. There was no substantial disagreement with respect to dates although differences of up to five years were noted in several cases.

Appendix K contains a list of items where major and substantial between-panel disagreement occurred.

Major disagreement, a difference of three rating points, occurred in three cases.

Although there was high between-panel agreement that there might be an economic slump that could become severe, creating a shortage of funds, there was major disagreement that a severe recession or depression would occur and affect the practice of Navy public affairs. The Navy panel confidently predicted this development whereas the civilian panel was more skeptical.

There was also major disagreement on the suggestions concerning the restructuring of the Naval Reserve into a mission-oriented force and with respect to a possible degradation of medical services and other military benefits. There was also strong within-panel disagreement on the Naval Reserve question.





Substantial disagreement, a difference of two rating points, occurred on thirteen items.

#### SUMMARY AND CONCLUSIONS

It appears that the panels have provided a very comprehensive forecast of events, developments, and trends that may affect the practice of Navy public affairs in the future. There is considerable between-panel agreement with respect to the events and developments, most of which are expected to occur and significantly affect the practice of Navy public affairs within the next half-dozen years. Many of the suggestions are, of course, trends which, although reaching a level of significance within the next six years, can be expected to affect the practice of Navy public affairs to some degree for many years beyond the estimated date of impact.

With respect to the findings of this survey, the following summary and conclusions are offered:

1. Despite public apathy toward the military, pressures to reduce military spending, problems with outdated ships and weaponry, and some reduction in size, the U.S. Navy will remain a relatively strong instrument of U.S. foreign policy during the next decade as a result of, among other things, factors such as the Soviet



Navy threat, international geopolitical and economic instability, the Navy's presence mission and ability to operate independently in international waters, and the need to protect U.S. interests with respect to ocean commerce and development of ocean resources.

2. There will be evolutionary social changes in U.S. society that will result, after some controversy within the Navy, in a reasoned liberal attitude and approach by Navy leaders in personnel and human relations matters.

3. The advent of widespread satellite transmission of television signals and proliferation of channels of communication, along with increased use of computerization and closed-circuit television systems, will radically alter present-day applications of and procedures in communications. There is no indication that the print media will decline significantly in importance, but it is apparent that there will be greatly expanded use of the electronic media in communications and public relations/affairs.

4. More sophisticated theories and methods of communication to plan, implement, and assess public relations campaigns directed to more sophisticated and segmented audiences will become increasingly evident in public relations.



5. There will be increasing professionalism in public relations (civilian and military) and recognition of such outside the profession.

6. In addition to an increasingly complex, and to some extent rapidly changing international, socio-economic and communications environment, the Navy and its public affairs personnel face a variety of specific public affairs problems with respect to the Soviet Navy threat, weapons systems development, recruiting and retention, public apathy, the Freedom of Information Act, internal communications, and the need to resolve the perceived confusion over the direction of its public affairs program.

7. Despite the complexities of a changing environment and a variety of public affairs problems, there appears to be at least implied confidence that the Navy public affairs community will be able to successfully cope with the situation as a result of some of the following factors: (1) appropriate, but perhaps reluctant, Congressional and public recognition of the need for a relatively strong Navy, (2) the increasing professionalism in Navy public affairs along with a cadre of better educated and more highly skilled public affairs officers, (3) improved rapport between public affairs officers and their commanders, the latter who will probably have a



more sophisticated outlook with respect to the true value of public relations, (4) a realignment of the Navy public affairs structure that will make it more responsive to the media and other public affairs goals and objectives, and (5) assistance rendered by outside civilian specialists in various areas of communications.





## Chapter 6

### FINDINGS AND CONCLUSIONS: SKILLS AND TRAINING NEEDS

#### INTRODUCTION

In the final questionnaire, the panels were requested to rate the importance of 122 skills and training suggestions considered related to the practice of Navy public affairs in the future. The skills listed were derived from suggestions made by the respondents during the fourth round.

Appendix I lists the skills. One item (#80) was discarded after the administration of the questionnaire because of the acknowledged ambiguity of the wording and the unusual number of "don't know" and "no answer" responses to that item.

#### METHODS OF ANALYSIS

Two methods were employed to analyze the data. The first was a procedure used by Mackin<sup>1</sup> to determine the degree of importance assigned a particular skill.

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<sup>1</sup>James H. Mackin, "A Delphi Study of Public Relations Training Needs" (unpublished Master's thesis, California State University, Fullerton, 1973), p. 60.



An item was regarded as important when 50 percent or more of either panel selected it as essential or highly desirable. A combined panel rating was assigned to each skill based on the average of the ratings assigned by each panel. For example, if the total ratings by both groups on a given skill was 180 (e.g., 95 percent of one panel and 85 percent of the other panel rated the skill as important), the combined rating would be 90.

However, these combined figures can be misleading to some extent. For example, a skill considered important could receive a combined rating of 45, with one panel giving the skill a 60 percent rating, qualifying it as important, while the other panel assigned it a 30 percent rating.

The other tool employed was the chi square test of significance on skills considered important by one or both panels.

## RESULTS

Sixty-two (51.2 percent) of the skills were rated as important by both panels. These skills are listed in Table 7. Nine skills, rated important by the Navy panel but not by the civilian group, are listed in Table 8. Table 9 contains a list of eight skills considered important by the civilian panel but not by the Navy



Table 7

Individual Panel Ratings and Combined Panel Ratings  
Assigned to Skills Considered  
Important<sup>a</sup> by Both Panels

Item	Navy Rating	Civilian Rating	Combined Rating
65. Ability to obtain trust and confidence of seniors through consistent professional performance.	100.0	100.0	100.0
89. Understanding of the role of the PAO in the interplay between the media and operators (line officers).	100.0	95.6	97.8
58. Ability to express himself clearly and precisely in written form.	100.0	95.6	97.8
88. Propensity for telling the truth.	100.0	95.0	97.5
51. Possess "creativity" and original thinking.	97.2	95.6	96.4
91. Ability to obtain confidence of and access to the commander.	100.0	91.3	95.6
69. Understanding of and willingness to work with others.	100.0	91.3	95.6
18. High standards of professional and ethical conduct with willingness to stand up for them when the going gets tough.	100.0	90.9	95.5
63. Basic understanding of how and when to hold a news conference.	97.2	87.0	92.1



Table 7 (continued)

Item	Navy Rating	Civilian Rating	Combined Rating
83. Wisdom, patience, and communication skills necessary to inform public regarding the Navy and Navy leaders regarding public opinion, etc.	100.0	82.6	91.3
7. Commitment to frank, open, and candid public relations.	91.7	90.5	91.1
45. Understanding of how to counter bad public relations situations and capitalize on the good.	100.0	81.8	90.9
11. Ability to edit others' writings in a clear, objective, concise manner.	94.3	86.4	90.3
47. Ability to write well.	94.3	82.6	88.4
81. Ability to analyze any situation to the point of identifying its component soluble parts.	94.3	90.9	87.6
1. Continued exposure to political/social developments on the national scene.	83.3	91.3	87.3
79. Maturity.	91.7	82.6	87.1
55. Ability to read effectively.	94.3	78.3	86.3
24. Technical competence in both the print and electronic media with ability to "speak the language" (if not personally proficient) of the writer, printer, photographer, etc.	83.3	82.6	83.0





Table 7 (continued)

Item	Navy Rating	Civilian Rating	Combined Rating
27. Working knowledge of all media with emphasis on electronic.	91.4	74.0	82.7
23. Knowledge and ability to practice good leadership in nonauthoritarian context.	97.1 <sup>b</sup>	68.2 <sup>b</sup>	82.7
62. Working knowledge of management, etc. and ability to apply this knowledge to situational problems, etc.	94.4 <sup>c</sup>	69.6 <sup>c</sup>	82.0
3. Understanding of makeup and operating practices of major national news media.	83.3	78.3	80.8
4. Psychological perception of media impact and knowledge of substantive decision making process.	88.6	72.7	80.6
40. Awareness of commonly accepted ethics of practice of management and employees of various media.	83.3	77.3	80.3
22. Ability to understand needs and feelings of enlisted personnel.	83.3	74.0	78.6
42. Thorough knowledge of nature of public opinion in democratic society.	80.6	69.6	75.1
15. Ability to perceive both civilian and military societies and to convince both that their outlooks can be reconciled.	77.1	72.7	74.9



Table 7 (continued)

Item	Navy Rating	Civilian Rating	Combined Rating
43. Basic education in principles of public relations.	88.9 <sup>c</sup>	59.1 <sup>c</sup>	74.0
9F. Long-term, specialized proficiency in internal communication/information for limited number of PAOs.	80.6	65.2	72.9
35. In-depth knowledge of naval operations, etc. as related to overall military and international strategy.	80.6	65.2	72.9
38. Political sensitivity.	69.4	76.2	72.8
12. Strong conceptual grasp of the technical and fiscal linkages between the defense establishment and larger society.	80.0	65.2	72.6
16. Understanding of uses and abuses of power (i.e., internal military politics) and how to deal with them.	75.0	65.2	70.1
26. Knowledge of Washington arena, etc.	80.6 <sup>d</sup>	56.5 <sup>d</sup>	68.5
17. Knowledge of applications for and use of audio-visual equipment.	75.0	60.9	68.0
39. Newswriting (education and/or experience).	72.2	63.6	68.0
41. View of public relations as applied science rather than performing art.	66.7	66.7	66.7
90. Ability to speak effectively to formal groups.	63.9	68.2	66.0



Table 7 (continued)

Item	Navy Rating	Civilian Rating	Combined Rating
77. Education in social responsibility of information dissemination--reflecting both media and public affairs viewpoints.	62.9	68.2	65.5
86. Awareness of political, economic, and social trends which have an inevitable bearing on public relations practice.	77.8 <sup>d</sup>	52.2 <sup>d</sup>	65.0
49F. Undergraduate training with emphasis on journalism and writing.	69.4	59.1	64.3
8. Know how to write a speech.	58.8	69.6	64.2
49C. Undergraduate training with emphasis on journalism courses with some radio-TV training.	72.7	54.5	63.6
50A. Graduate level training with emphasis on public relations.	74.3	52.4	63.3
49D. Undergraduate training with emphasis on public relations.	75.0 <sup>d</sup>	50.0 <sup>d</sup>	62.5
78. Working knowledge of international relations, political science, and U.S. foreign policy and ability to put this knowledge to work in public affairs.	61.1	63.6	62.4



Table 7 (continued)

Item	Navy Rating	Civilian Rating	Combined Rating
60. Ability to practice prayer of St. Francis of Assisi ("stop worrying about things over which you have no control; start working on things in which you succeed and ask God to help you tell the difference").	69.7	55.0	62.3
71. Inclination to seek participation in continuing education programs every three to five years.	74.3	50.0	62.2
6. Knowledge of government--local and national.	69.4	54.5	62.0
50B. Graduate level training with emphasis on interdisciplinary mass communications program.	69.4	54.5	62.0
33. Knowledge of all forms of communication methods and media, their interplay, and appropriate uses, etc.	66.7	56.5	61.6
61C. Mid-career education in a specialty such as internal information.	72.2	50.0	61.1
20. Experience of tour of duty as line officer aboard Navy combatant ship or aircraft squadron.	69.4	52.2	60.8
36. Early tour of duty in Office of Chief of Information.	50.0	70.0	60.0





Table 7 (continued)

Item	Navy Rating	Civilian Rating	Combined Rating
70. Working knowledge of new technology to be used in dissemination of information, etc.	69.4	52.2	60.8
9B. Long-term, specialized proficiency in motion picture production for limited number of PAOs.	61.1	56.5	58.8
9D. Long-term, etc. proficiency in still photography for limited number of PAOs.	58.3	57.1	57.7
37. After tour working for experienced, senior PAO, an assignment as PAO at remote command to test his ability.	50.0	65.0	57.5
72. Completion of public affairs core course at Defense Information School.	57.1	54.5	55.8
9C. Long-term, etc. proficiency in graphics and layout for limited number of PAOs.	55.9	54.5	55.2
49. Undergraduate training with emphasis on interdisciplinary mass communications program.	57.1	52.6	54.9

<sup>a</sup>"Important" means the skill was given a rating of 50 percent or more by either panel in the combined totals for essential and highly desirable.

<sup>b</sup>Significant difference at the .01 level.

<sup>c</sup>Significant difference at the .05 level.

<sup>d</sup>Significant difference at the .10 level.



Table 8

Individual Panel and Combined Panel Ratings Assigned  
to Skills Considered Important<sup>a</sup> by Navy Panel  
but Not by Civilian Panel

Item	Navy Rating	Civilian Rating	Combined Rating
48H. Broad liberal arts education with at least minor in mass communications.	73.5 <sup>b</sup>	45.4 <sup>b</sup>	59.5
59. That the prospective PAO have indicated a personal preference for public relations through taking appropriate professional courses.	72.2	47.6	59.9
48I. Broad liberal arts education with at least minor in public relations.	72.2 <sup>c</sup>	40.9 <sup>c</sup>	56.6
49E. Undergraduate training with emphasis on degree in any area of the field of communications.	71.4 <sup>b</sup>	45.4 <sup>b</sup>	58.4
54. Ability to write for comprehension at sixth grade level.	71.0	47.6	59.3
48M. Broad liberal arts education with a more specialized/technical field of concentration at master's level.	66.7 <sup>d</sup>	25.0 <sup>d</sup>	45.8
25. Ability to effectively apply methods and tools of mass communications research.	63.9	47.8	55.9
84. Training in communications theory including organizational theory, psychology, sociology.	61.8	47.8	54.8



Table 8 (continued)

Item	Navy Rating	Civilian Rating	Combined Rating
9G. Long-term, specialized proficiency in mass communications research for limited number of PAOs.	50.0	40.9	45.5

<sup>a</sup>"Important" means the skill was given a rating of 50 percent or more by either panel in the combined totals for essential and highly desirable.

<sup>b</sup>Significant difference at the .10 level.

<sup>c</sup>Significant difference at the .05 level.

<sup>d</sup>Significant difference at the .01 level.



Table 9

Individual Panel and Combined Panel Ratings Assigned  
to Skills Considered Important<sup>a</sup> by Civilian Panel  
but Not by Navy Panel

Item	Navy Rating	Civilian Rating	Combined Rating
19. Direct media professional experience.	30.6 <sup>b</sup>	65.2 <sup>b</sup>	47.9
10. Broad liberal arts education.	38.9 <sup>c</sup>	63.6 <sup>c</sup>	51.3
48B. Broad liberal arts education with courses in political science.	41.7	60.9	51.3
48E. Broad liberal arts education with courses in history.	27.8 <sup>d</sup>	60.9 <sup>d</sup>	44.3
61B. Mid-career education in specialty such as international relations.	45.7	59.1	52.4
50C. Graduate level training with emphasis on journalism.	47.2	54.5	50.9
52. Understanding of the domestic economy.	44.4	52.2	48.3
48C. Broad liberal arts education with courses in economics.	20.0 <sup>d</sup>	52.2 <sup>d</sup>	36.1

<sup>a</sup>"Important" means the skill was given a rating of 50 percent or more by either panel in the combined totals for essential and highly desirable.

<sup>b</sup>Significant difference at the .02 level.

<sup>c</sup>Significant difference at the .10 level.

<sup>d</sup>Significant difference at the .05 level.





group. Significant between-panel differences are noted where appropriate in these tables.

The skills and training suggestions that were not considered important are listed, along with the combined ratings, in Appendix L.

A general discussion of the findings follows.

#### Consensus on Important Items

Among the skills considered most important, it is noted that many stressed skills and traits not necessarily directly related to the media or public relations techniques. The panels strongly emphasized the need for personal and professional integrity; an ability to obtain the confidence of and access to seniors through consistent professional performance; management, leadership, and human relations skills; maturity; analytical ability, and creativity.

With respect to skills perhaps more directly related to the practice of Navy public affairs, the panels seemed to emphasize the importance of a well-rounded conceptual grasp or working knowledge of the media and public relations techniques rather than extensive technical competence or specialization in the media or related areas. However, there was strong emphasis on the importance of certain written and oral communication



skills.

The panels also strongly stressed that the prospective public affairs officer must have at least a working, and in some cases in-depth, knowledge in areas such as how government works, the nature of public opinion, the technical and fiscal interrelationships between the military and society, international relations, political science, U.S. foreign policy, and internal military politics and power structures. Furthermore, the public affairs officer must keep abreast of current international, political, social, and economic trends and developments; be able to perceive the environment of and interrelationships between the military and civilian societies; be able to effectively assess and interpret the climate of public opinion for Navy leaders; be able to inform the public regarding the navy, and be able to convince both military and civilian societies that their outlooks can be reconciled.

The panels also recommend the experience of a tour of duty as a line officer aboard a Navy combatant ship or aircraft squadron and an in-depth knowledge of all facets of the Navy as a prerequisite to public affairs specialization.

#### Educational Background

Most of the disagreement between panels occurred



with respect to the appropriate educational background for Navy public affairs officers.

The civilian panel emphasized a broad liberal arts education with courses in political science, history, and economics being considered important. However, to a lesser degree, the civilian panel also considered undergraduate training with emphasis in selected areas of mass communications as important.

The Navy panel tended to stress undergraduate education in the area of mass communications. Training with an emphasis in any area of communications and more specifically journalism courses including radio-television training, public relations, or journalism and writing received high ratings. Similarly, a broad liberal arts education with at least a minor in mass communications or public relations received high ratings.

Both panels seemed to consider graduate level training as important with such training in either an interdisciplinary mass communications program or public relations being emphasized. Graduate training in journalism was also rated as important by the civilian panel.

An inclination to seek participation in continuing educational programs every three to five years was also rated as important. The civilian panel considered



mid-career education in a specialty such as international relations or internal information as important while the Navy panel stressed such training in internal information.

There was significant disagreement between panels on the item concerning a broad liberal arts education with a more specialized or technical field of concentration at the master's level. The Navy rated this item as rather important, while the civilian panel considered it rather unimportant. This finding suggests, in view of the emphasis placed by the Navy panel on educational training in mass communications, that a broad liberal arts education is considered highly desirable if there is also an opportunity to specialize in public relations or mass communications at the graduate level.

#### Other Areas of Significant Differences

In addition to those differences of opinion cited with respect to the appropriate educational background for Navy public affairs officers, there were other areas of significant differences in ratings.

On items which both panels considered important, the Navy panel gave significantly higher ratings to the need for basic education in the principles of public





relations and an awareness of political, economic, and social trends which have an inevitable bearing on the practice of public relations. The Navy panel also placed more stress on management skills, the knowledge and ability to practice good leadership in a nonauthoritarian context, and a knowledge of the Washington arena with respect to a political awareness of how government works, the interrelationships between the Department of Defense, State Department, and Navy, etc.

Another area of significant disagreement came where the civilian panel advocated direct media experience while the Navy panel did not consider such experience as important. This finding suggests, in view of the civilian panel's emphasis on a broad liberal arts education, that the civilian group believes that exposure to the media should come preferably through on-the-job experience during or after college whereas the Navy panel recommends such training through formal education.

#### Unimportant Items

With respect to the items rated as not important (see Appendix L) by the panels, there were no glaring surprises. However, some observations that appear to be of interest are offered below:



1. In view of the widespread forecasts (see Chapter 2) that an increasingly complex social environment will affect the practice of public relations in the future, it is noted that items such as an understanding of sociology, courses in psychology and sociology, and a broad liberal arts education with a degree in the social sciences were not considered important by the panels. These findings probably reflect to some extent the conclusion drawn in Chapter 5 that Navy public affairs will be affected by evolutionary, rather than revolutionary, social changes in American society.

2. The ratings given to technical skills in specialized areas appear to be consistent with the panels' emphasis on a well-rounded conceptual grasp or working knowledge of public relations techniques and how the media operate. Although the panels rated several specialized skills in the area of written and oral communications as important, they generally gave "not important" ratings to skills that required extensive knowledge or experience in areas such as television production, photography, printing, electronic data processing, use of videotape, exhibit equipment, etc.

3. While the item on an ability to effectively apply the methods and tools of mass communications research received a 63.9 rating by the Navy panel, an



item concerning training in the methods and tools of mass communications research received only a 34.3 rating by the same group. One plausible explanation for this is that the Navy panel may have been rejecting what they considered was formal training, believing that these skills could be acquired either through self-education or less formal on-the-job experience.

### A View to the Future

There appears to be some evidence that the training suggestions by the Navy panel may be a closer match than that of the civilian group to the view of the future expressed in Chapter 5 of this study.

From the findings outlined in Chapter 5, it was concluded that there will be radical innovations and alterations in present-day applications of and procedures in communications--with greatly expanded use of the electronic media in communications and public relations/affairs. It was also suggested that the use of more sophisticated theories and methods of communications would become increasingly evident in public relations.

Table 10 presents a list of selected items, considered important by one or both panels, that seem to relate most directly to the use of more sophisticated communications and public relations techniques envisioned for the future.



Table 10

Between-Panel Comparison of Ratings Assigned to Items That Appear To Be Most Directly Related to the Advent of More Sophisticated Communications Technology and Use of More Sophisticated Communications Theories and Techniques in Public Relations

Item	Navy Panel Rating	Civilian Panel Rating
9G. Specialized, long-term proficiency for limited number of public affairs officers in mass communications research.	50.0	40.9
25. Ability to effectively apply the methods and tools of mass communications research.	63.9	47.8
27. Working knowledge of all media--with emphasis on electronic.	91.4	73.9
70. Working knowledge of new technology to be used in dissemination of information.	69.4	52.2
84. Training in communications theory, including organizational theory, psychology, sociology.	61.7	47.8





While the differences of opinion are not statistically significant, the Navy panel tends to give higher ratings to the need for these particular skills. Thus, it is cautiously suggested that the Navy panel's view may be a closer match to the findings in Chapter 5, at least with respect to the advent of more sophisticated communications technology and the use of more sophisticated theories of communication and techniques in public relations.

#### SUMMARY AND CONCLUSIONS

It appears that the panels have provided a rather comprehensive picture of the type of skills, background, and knowledge that will be needed by the prospective Navy public affairs officer in order to be an effective practitioner in the future. There are some traits such as "initiative" and "common sense" and perhaps others which were neither suggested nor rated by the panels that are glaringly absent from the list.

With respect to the findings, the following summary and conclusions are offered:

1. The panels strongly emphasized the need for personal and professional integrity; an ability to obtain the confidence of and access to seniors through consistent professional performance; management,



leadership, and human relations skills; maturity; analytical ability; creativity; and the ability to communicate effectively, both orally and in writing.

2. With some exceptions, the panels also strongly emphasized the importance of a well-rounded conceptual grasp or working knowledge of how the media operate and certain public relations techniques rather than extensive technical competence or experience in the media or related specialized areas. However, the panels suggested the need for a limited number of public affairs officers with a long-term, specialized proficiency in certain areas such as motion picture production, internal relations, still photography, and graphics and layout.

3. The panels believe that the prospective public affairs officer must have a working knowledge, at a minimum, as well as a propensity to keep abreast of and perceive the impact of current international, political, social, and economic trends and developments; be able to assess and interpret the climate of public opinion for Navy leaders and have the ability to inform the public regarding the Navy. Further, he should be able to perceive the interrelationships between and convince both military and civilian societies that their outlooks can be reconciled.



4. The Navy panel tended to stress a formal educational background that includes specialized training in some aspect of mass communications at either the undergraduate or graduate level. The civilian panel favored a broad liberal arts background with courses in political science, history, and economics and with direct on-the-job experience in the media as a prerequisite to public affairs duty. Both panels recommended graduate level training in selected areas of mass communications and participation in periodic continuing educational and selected mid-career educational programs.

5. The panels suggest the prospective public affairs officer must "know his product" with the experience of a tour of duty as an unrestricted line officer and in-depth knowledge concerning all facets of the Navy as a prerequisite to public affairs specialization.

6. There is some limited evidence that the Navy view of skills and training needs is a closer match to the findings of the long-range forecast of certain events and developments that are expected to affect the future practice of Navy public affairs.

7. From the findings, it seems reasonable to infer that the civilian panel tended to take expected developments in the future into account in their training recommendations, perhaps believing that the Navy public



affairs practitioner should be able to adapt to these expected developments and resultant changes. The Navy panel, more than the civilian group, seemed to express the view that public affairs training programs should prepare the prospective public affairs officer to function in anticipation of the expected developments.





## Chapter 7

### IN CONCLUSION

In this final chapter, the researcher intends to point out some possible limitations concerning the use of the Delphi forecasting technique and problems inherent to this particular study; outline some general conclusions based on the survey; and offer some suggestions for future research in this general area.

### LIMITATIONS OF THE STUDY

1. While the Delphi technique has certain advantages over round-table forecasting and is presumably a more dependable way of forecasting futures than crystal-ball gazing, the methodology is at best quasi-scientific, more conjectural than empirical. Mackin points out that the results of such a study represent "responsible conjecture" about the future.<sup>1</sup> Dalkey terms such results as "opinion," that falls somewhere in the spectrum between "knowledge," assertions for which there is a great deal of evidence, and "speculation," material

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<sup>1</sup>James H. Mackin, "A Delphi Study of Public Relations Training Needs" (unpublished Master's thesis, California State University, Fullerton, 1973), p. 11.



at the other end of the scale for which there is little or no backing evidence.<sup>2</sup> Further, Dalkey points out that there is a reasonable probability that the opinion could be false.<sup>3</sup> Thus it should be borne in mind that, while the conjectures represent varying degrees of consensus among members of the panels, that only time can verify or contradict the validity of the findings.

2. In earlier chapters, it was pointed out that the estimated dates of impact were not subjected to re-estimation and that this writer believed that the validity of these findings was not significantly affected by the failure to complete the iteration process. The following brief discussion is germane to this assertion by the researcher. First, the probability ratings had already been subjected to a form of re-estimation between rounds two and three. Analysis of the data showed that "substantial agreement" or consensus had been achieved on a heavy majority (80 percent) of the items. Thus, a high degree of panel confidence and consensus that the events would occur and affect the practice of Navy public affairs had already been established. Next, as

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<sup>2</sup>Norman C. Dalkey, *The Delphi Method: An Experimental Study of Group Opinion* (Santa Monica: The Rand Corporation, 1969), p. 2.

<sup>3</sup>Dalkey, p. 5.



Dalkey points out, "In general, a sizeable fraction of the answers [medians] do not change upon iteration."<sup>4</sup> This is borne out in a Delphi study on the future of television conducted by this writer where the medians with respect to the date of impact changed in only 31 percent of the cases. In addition, the amount of median shift in those cases where there was a shift was two years or less in 86 percent of those cases.<sup>5</sup> However, while probably not significantly affected, the accuracy of the estimated dates can certainly be questioned strictly from the standpoint that they were not subjected to re-estimation.

3. Another area of concern that readily emerges is the question of the validity of the findings in a survey of this nature where panelists are asked to make judgments in such a wide variety of subject areas. Without belaboring the point, let it suffice that while this matter is of continuing and legitimate concern to researchers in this area, that (1) an attempt was made

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<sup>4</sup>Norman C. Dalkey, B. Brown, and S. Cochran, *The Delphi Method, IV: Effect of Percentile Feedback and Feed-In of Relevant Facts* (Santa Monica: The Rand Corporation, 1970), p. 1.

<sup>5</sup>Neil B. Thompson, "Television Long-Range Forecasting Study: Report on a Pilot Survey" (unpublished research paper, San Diego State University, Department of Telecommunications and Film, 1974), Appendix I.



by this researcher to select highly knowledgeable panelists who were not only experts in a particular area, but also deemed qualified to make competent judgments in other areas as well, and (2) most Delphi studies including Mackin's have found no significant relationship between the panel members' predictions and their self-ratings of competence in the particular subject matter under consideration.<sup>6</sup>

4. This study is limited to the extent that the researcher arbitrarily eliminated from further consideration any event or development that initially received a probability rating below seven. This was necessary because of the lengthy list of events suggested by the panelists. Undoubtedly, further evaluation of some of these eliminated events, particularly those that initially received five and six probability ratings, would have provided additional insight with respect to events that might possibly affect the future practice of Navy public affairs.

5. The findings of this study are probably limited, to one extent or another, by problems such as significant panel attrition during the initial rounds, the difficulty in some cases of maintaining

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<sup>6</sup>Mackin, pp. 48, 77.





preestablished proportions among the various disciplines and groupings during certain rounds, excessive questionnaire length during certain rounds, ambiguity in the wording of some items, and other problems normally inherent in conducting a research project.

### GENERAL CONCLUSIONS

1. This study generally supports the effectiveness of the Delphi technique in bringing about group consensus on unknown futures, at least on questions addressed by this survey.

2. The panels appear to have provided a very comprehensive forecast, with considerable between-panel agreement, of events, developments, and trends that are expected to affect the practice of Navy public affairs in the future. In general, this forecast suggests that the Navy public affairs community faces an increasingly complex, and to some extent rapidly changing, international, social, and communications environment, beset with a number of specific public affairs problems and challenges.

3. The panels also seem to have provided a rather comprehensive picture, again with considerable between-panel consensus, on the type of skills, knowledge, and background that will be needed by the



prospective Navy public affairs officer in order to be an effective practitioner in the future. Most of the between-panel disagreement in this area came with respect to the appropriate educational background, liberal arts versus concentration in mass communications, for the prospective public affairs officer.

#### SUGGESTIONS FOR FUTURE RESEARCH

1. While this study apparently accomplished its goal of providing a rather comprehensive forecast of events and developments that are expected to affect the practice of Navy public affairs in the future, certain problems arose with respect to questionnaire length, panel attrition and the elimination of certain events in the 50 to 60 percent probability range that probably warranted further evaluation. The latter problem almost certainly eliminated from further consideration some items that would have provided a more comprehensive and in-depth forecast. It is suggested that future studies might be conducted in more specific areas (e.g., media developments, internal relations, international public affairs) in order not only to develop a more comprehensive forecast within these specific areas, but also to reduce questionnaire length and provide data that could be compared with the findings of this survey.



2. Future studies might use more sophisticated devices that have been used in other Delphi studies. These include the use of self-ratings<sup>7</sup> of expertise on specific questions; the feedback of "reasons"<sup>8</sup> for previously expressed opinions in addition to medians and interquartile ranges, and the use of time period-probability of occurrence charts<sup>9</sup> where respondents can predict varying probabilities of occurrence within varying time frames (e.g., 25 percent probability by 1980, 50 percent probability by 1985, and 80 percent probability by 1990). The use of this latter tool provides a means by which projected events and developments can be charted on some sort of a continuum in a meaningful way. The use of these devices can sometimes actually stimulate panel participation; however, they can also complicate the administration of the survey and may require extra time and effort on the part of the panelists. Therefore, the use of such devices should be considered carefully,

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<sup>7</sup>See Dalkey, Brown, and Cochran, *The Delphi Method, III: Use of Self-Ratings to Improve Group Estimates* (Santa Monica: The Rand Corporation, 1969).

<sup>8</sup>See T. J. Gordon and Olaf Helmer, *Report on a Long-Range Forecasting Study* (Santa Monica: The Rand Corporation, 1964).

<sup>9</sup>See Ben H. Bagdikian, *The Information Machines* (New York: Harper & Row Publishers, 1971), pp. xxiii, 306-28.



particularly with respect to whether they will encourage or inhibit panel participation.

3. It is suggested that surveys similar to this might be conducted in the area of U.S. Army or U.S. Air Force public affairs or that of other federal departments or agencies. Likewise, studies surveying the future of public relations in specific areas such as finance, medical care, or education might be a useful contribution to this general area of research.





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## APPENDICES



APPENDIX A

SAMPLE LETTER TO DEVELOP MULTIDISCIPLINE  
CIVILIAN POPULATION



5761 Campanile Way  
San Diego, CA 92115  
April 30, 1974

National Cable Television Association  
918 16th Street, N.W.  
Washington, D. C. 20006

Gentlemen:

In conjunction with my master's thesis here at San Diego State University, I am conducting a study that asks, "What skills are going to be needed in the future by public affairs officers in the U.S. Navy?"

In conducting this study, I plan to form a multi-discipline panel of experts who will attempt to forecast what events and developments (e.g., technological, socio-economic, etc.) will impact upon the practice of Navy public affairs during the next 20-25 years. The final step in the survey will be to ask the panel to predict what skills will be needed by the public affairs officers to cope with the changing communications environment.

Thus, your assistance is needed to identify about 8-10 persons from your organization who you feel would be qualified to take part in the survey because of their knowledge of cable television and their interest in its future applications. From the list of persons you identify, a sample will be selected and invited to take part in the survey. Other disciplines will include public relations, print media, advertising, educators, communications research, etc.

A form for the names with a self-addressed, stamped envelope is enclosed for your use. Since I plan to mail the first questionnaire in late May, it would be most appreciated if your list could be returned by May 15 or as soon thereafter as possible.

To introduce myself, I am a Navy public affairs officer--Lieutenant Commander (selectee)--presently enrolled in the graduate mass communications program here at the university.

In closing, I thank you for whatever efforts you can make for me.

Sincerely,

NEIL B. THOMPSON





## APPENDIX B

### SAMPLE LETTER TO POTENTIAL RESPONDENTS



S A N   D I E G O   S T A T E   U N I V E R S I T Y

San Diego, California, 92115

May 31, 1974

Dear

I am a Navy public affairs officer presently enrolled in the graduate mass communications program at San Diego State University.

In conjunction with my master's thesis, I am conducting a study presently entitled, "A Long-Range Forecast of Events and Developments That May Impact upon the Practice of Navy Public Affairs with a View toward Future Training Needs of Navy Public Affairs Officers."

More detailed information, along with a questionnaire and return envelope, is contained in the attachments. I would be honored if you would participate in the survey.

Sincerely,

NEIL B. THOMPSON



## APPENDIX C

### QUESTIONNAIRE 1: INFORMATION SHEET



# NAVY PUBLIC AFFAIRS LONG-RANGE FORECASTING STUDY

## Information Sheet Questionnaire 1

This study will use the Delphi technique, pioneered by the Rand Corporation, for predicting future events. There will be two panels. One will consist of Navy public affairs officers--active duty public affairs specialists and civilian public affairs specialists employed by the Navy. The second panel will be a nationwide one that will include experts in the fields of print and electronic media, advertising, public relations, education (mass communication and social sciences), internal communications, communications/social sciences research, film production and photography, and international communication.

Rather than assembling the panels as round-table discussion groups, I will administer a series of about five questionnaires designed to solicit opinions of participants and achieve a group estimate and consensus of the events and developments under consideration. On some of the questionnaires, feedback concerning the opinions (on an anonymous basis) of other panel members will be provided.

Let me add at this point that the Delphi technique is, I believe, best described as a quasi-scientific methodology. The results of such a study represent an intuitive consensus among panel members--often described as "responsible conjecture" rather than scientific fact or just pure speculation.

You will note that I am requesting that each panelist sign the questionnaire--because on some of the subsequent questionnaires I will provide each panelist with an individual feedback sheet (for reference purposes) containing his predictions from previous questionnaires. I can assure you that your opinions and predictions will remain anonymous to all but this researcher. However, if you prefer to participate on an anonymous basis, I still welcome your participation.

A stamped, self-addressed return envelope is enclosed for your convenience. Or you may return the questionnaire to my home address--5761 Campanile Way, San Diego, CA 92115.





I believe the results of this study should be interesting. Further, although this study is not sponsored by the Navy, civilian panelists will interact to a degree with Navy public affairs officers during the sequence of questionnaires and the final results will be made available to appropriate Navy officials. In addition, I will provide a copy of the results to each panelist who desires one.

It would be helpful if the questionnaire could be returned by June 17.



APPENDIX D

QUESTIONNAIRE 1



# NAVY PUBLIC AFFAIRS LONG-RANGE FORECASTING STUDY

## Questionnaire 1

Please list below three to five events or developments\* you believe from your knowledge or experience are most likely to occur and to have major impact on the practice of Navy public affairs\*\* during the late 1970's and through the 1980's.

You may list more than five events or developments, but please try to list at least three.

\*The events/developments could be technological (e.g., in the field of media, weaponry, computers, oceanography, etc.), cultural, sociological, economic, political, legal, international, etc. in nature. In addition, these events/developments could occur within or outside the Navy.

\*\*Navy public affairs is a field which includes media relations, community relations, international public affairs, and internal relations.

### Your List of Events/Developments:

1. \_\_\_\_\_  
\_\_\_\_\_
2. \_\_\_\_\_  
\_\_\_\_\_
3. \_\_\_\_\_  
\_\_\_\_\_
4. \_\_\_\_\_  
\_\_\_\_\_
5. \_\_\_\_\_  
\_\_\_\_\_

Name: \_\_\_\_\_



APPENDIX E

QUESTIONNAIRE 2: INFORMATION SHEET





NAVY PUBLIC AFFAIRS LONG-RANGE FORECASTING STUDY

Information Sheet  
Questionnaire 2

Dear Panel Member:

Thanks for your thoughtful replies to the first questionnaire.

In Section I of Questionnaire 2, I have listed most of the events and developments suggested by members of your panel on the first questionnaire. There may be some overlap among events listed. On this second questionnaire, I'd like you to indicate your judgment as to the probability that the event or development\* will occur and affect the practice of Navy public affairs in the future. Thus, please rate each suggested event/development on a scale of zero to ten to express your opinion as to the probability that the event will occur and affect the practice of public affairs. Ten is the highest probability.

In addition, if there are events or developments not included in Section I that you believe will occur and will affect the practice of Navy public affairs during the late 1970's and through the 1980's, please list them in the space provided in Section II of the questionnaire.

Again, I am requesting that each panelist sign the questionnaire--because on some of the subsequent questionnaires I will provide each panelist with an individual feedback sheet (for reference purposes) containing his predictions from previous questionnaires. Your predictions and opinions will remain anonymous to all but this researcher. However, if you desire to participate on an anonymous basis, I welcome your participation.



It would be helpful if this questionnaire could be returned by July 22. A stamped, self-addressed return envelope is enclosed for your convenience. Or you may return the questionnaire to my home address--5761 Campanile Way, San Diego, CA 92115

Thank you.

Sincerely,

NEIL B. THOMPSON  
Graduate Student,  
Mass Communications,  
San Diego State University  
(and) Lieutenant Commander,  
U.S. Navy

\*In some instances, the suggestions contained in the questionnaire (e.g., the Pueblo incident, the Tonkin Gulf incident) are events which occurred in the past but which certain panel members believe will affect the practice of Navy public affairs in the future. Thus, on these particular events, please express your opinion as to the probability that these past events will affect the practice of Navy public affairs in the future.



APPENDIX F

QUESTIONNAIRE 3: INFORMATION SHEET



# NAVY PUBLIC AFFAIRS LONG-RANGE FORECASTING STUDY

## Information Sheet Questionnaire 3

Dear Panel Members:

During this round, you are asked to make the following judgments:

SECTION I: FIRST: Rate each event on a scale of zero to ten as to the probability that the event will occur\* and affect\* the practice of Navy public affairs in the future. Ten is the highest probability. With each event/development, a set of feedback figures, explained below, is provided.

SECOND: Give your estimate of the year\*\* in which the event or development will impact or affect the practice of Navy public affairs to any significant degree. As you know, there is often a time lag between the time equipment is available, a law is passed, or something is discovered, before impact occurs. It is realized that some of the developments listed in this questionnaire may be gradual in nature, but please provide your assessment as to when you believe the development may have reached a level of significance in its impact.

SECTION II: Additional events or developments suggested by panel members are listed in this section. Please indicate your judgment as the probability that these events will occur\* and affect\* the practice of Navy public affairs in the future--using the same scale of zero to ten with ten being the highest probability.

For your information, the list of events/developments in Section I was developed in the following manner. The two panels suggested a total of 256 events and developments. Those that received a probability rating of seven or higher were retained for further evaluation. Within the high probability events, there were cases of overlap or similarity. A team of graduate students evaluated this list, and those that were perceived to be the same by a majority of the team were combined.





Feedback Figures: In Section I following each event/development, there are feedback figures--for example, N--7 (5-9) or C--8 (6-9). "N" indicates Navy public affairs officer panel; "C" indicates civilian panel. The first number is the median, and the numbers in parentheses are the middle range of scores. The median is the middle point of all estimates provided by that panel; that is, 50 percent of the scores fell at or above and 50 percent fell at or below the median. The middle range of scores (e.g., 5-9) means that 50 percent or more of the probability scores ranged between 5 and 9, that 25 percent of the scores were 5 or below, and that 25 percent were 9 or above.

Again, I am requesting that each panelist sign the questionnaire--because on the next round I will provide each panelist with an individual feedback sheet containing his predictions (for reference purposes) from this questionnaire. Your predictions and opinions will remain anonymous to all but this researcher. However, if you desire to participate on an anonymous basis, I still welcome your participation.

It would be helpful if this questionnaire could be returned by August 26. A stamped, self-addressed return envelope is enclosed for your convenience. Or you may return the questionnaire to my home address--5761 Campanile Way, San Diego, CA 92115.

Thank you.

Sincerely,

NEIL B. THOMPSON  
Graduate Student,  
Mass Communications,  
San Diego State University  
(and) Lieutenant Commander,  
U.S. Navy

\*My request for a probability rating that an event/development will (1) occur and (2) affect the practice of Navy public affairs has apparently created some problems of interpretation. It is requested that your judgment reflect *both*. It is quite possible that an event or development may have a high probability of occurrence, but a somewhat lower probability of



affecting the practice of Navy public affairs. Thus, an overall probability rating should be adjusted accordingly.

\*\*If possible, please stipulate an exact date instead of figures such as the 1980's, 1980-85, or 1985+, etc. I realize that it may be difficult in some instances to specify an exact date, but a specific date is very helpful to me in the compilation and analysis of the estimates.



APPENDIX G

QUESTIONNAIRE 4: INFORMATION SHEET



## NAVY PUBLIC AFFAIRS LONG-RANGE FORECASTING STUDY

### Information Sheet Questionnaire 4

Dear Panel Members:

Enclosed is the fourth and next-to-last questionnaire--and a much briefer one than those distributed previously. Thanks for your patience, cooperation, and thoughtful replies to the previous questionnaires.

May I add at this point that if summer vacations or other commitments have prevented anyone from responding to one or more of my questionnaires, I still welcome and encourage your participation in the remainder of the survey.

During this round, you are asked to do the following:

SECTION I: This section contains a list of some of the events and developments evaluated by panel members during the previous round concerning probability that the event will occur and affect the practice of Navy public affairs. Those receiving a median rating of 7 or higher by at least one of the panels have been retained for further consideration. THUS FIRST, please enter your own, possibly revised, numerical estimate using a scale of zero to ten (with ten being the highest probability) that the event will occur and affect the practice of Navy public affairs in the future. An explanation of the feedback figures is explained below. In addition, a copy of your predictions from Questionnaire 3 is being returned for reference to those who completed and signed that questionnaire. NEXT, please give your estimate of the year in which you believe the event or development will impact\* or affect\* the practice of Navy public affairs to any significant degree.

SECTION II: Please list two or more suggestions concerning the type of skills or background (educational, technical, or otherwise) that you consider most essential for a newly designated Navy public affairs officer to effectively practice his profession during the coming decades. (NOTE: For the purposes





of this survey, we are considering only active duty, commissioned officers who are public affairs specialists and who will enter the practice of Navy public affairs in the mid and late 1970's). Please be as specific and concise as possible. Also bear in mind that the careers of many of these officers may very well span a twenty to thirty-year period. In making your suggestions, please take into consideration, as appropriate, the view of the future of Navy public affairs expressed by panel members and any other factors you believe are germane. Tentative results concerning the predictions by panel members are contained in a separate enclosure (and to a certain degree in Section I) to this questionnaire.

Feedback figures: In Section I following each event/development, there are feedback figures--for example, N--7 (5-9) and C--8 (6-9). "N" indicates Navy public affairs officer panel; "C" indicates civilian panel. The first number is the median, and the numbers in parentheses are the middle range of scores. The median is the middle point of all estimates provided by that panel; that is, 50 percent of the scores fell at or above and 50 percent fell at or below the median. The middle range of scores (e.g., 5-9) means that 50 percent or more of the probability scores ranged between 5 and 9, that 25 percent of the scores were 5 or below, and that 25 percent were 9 or above.

Again, it would be helpful if you would sign the questionnaire, but I welcome your participation on an anonymous basis.

It also would be helpful if this questionnaire could be returned by *September 30*. A stamped, self-addressed return envelope is enclosed for your convenience. Or you may return the questionnaire to my home address--5761 Campanile Way, San Diego, CA 92115.

Sincerely,

NEIL B. THOMPSON  
Graduate Student,  
Mass Communications,  
San Diego State University  
(and) Lieutenant Commander,  
U.S. Navy



\*As you know, there is often a time lag between the time equipment is available, a law is passed, or something is discovered, before impact occurs. It is realized that some of the developments may be gradual in nature, but please provide your assessment as to when you believe the development may have reached a level of significance in its impact.



## APPENDIX H

### QUESTIONNAIRE 5: INFORMATION SHEET



NAVY PUBLIC AFFAIRS LONG-RANGE FORECASTING STUDY

Information Sheet  
Questionnaire 5

Dear Panel Members:

Enclosed is the final questionnaire in conjunction with my thesis survey. During this round, I am asking you to rate the value of the skills, etc. that panel members believe a newly designated Navy public affairs officer specialist should have to perform effectively during the coming decades. The scale ranges from essential to don't know.

Again, it would be helpful if you would sign the questionnaire, but I still welcome your participation on an anonymous basis.

My sincere thanks for the time and effort you have given to this survey. If you desire to receive a copy of the final results,\* please check the block at the end of the questionnaire.

*A return by November 1* or as soon thereafter as convenient would be most helpful in providing time for me to finish my thesis this semester. A stamped self-addressed, return envelope is enclosed for your convenience or you may return the questionnaire to me at my home address--5761 Campanile Way, San Diego, CA 92115.

Thank you.

Sincerely,

NEIL B. THOMPSON  
Graduate Student,  
Mass Communications,  
San Diego State University  
(and) Lieutenant Commander,  
U.S. Navy

\*I anticipate that I'll mail copies of the final results in late December/early January.





APPENDIX I

QUESTIONNAIRE 5



# NAVY PUBLIC AFFAIRS LONG-RANGE FORECASTING STUDY

## Questionnaire 5

Please rate the value of the suggested skills or type of knowledge/background that panel members believe a newly designated Navy public affairs officer specialist should have to perform effectively during the coming decades.

SKILLS					
	Essential	Highly Desirable	Desirable	OK as Supplement	Don't Know
1. Continued exposure to political/social developments on the national scene					
2. Actual newspaper experience in addition to academic training					
3. An understanding of the makeup and operating practices of the major national news media (TV networks, wire services, newspapers, magazines, etc.)					
4. Psychological perception of media impact and knowledge of substantive decision making process					
5. Solid grounding in history at the undergraduate and/or graduate level					
6. Knowledge of government--local and national					
7. A commitment to frank, open, and candid public relations					
8. Know how to write a speech					
9. For a very limited number of public affairs officers, a specialized, long-term proficiency in a specialized area such as: (please indicate importance of each)					



## SKILLS

	Essential	Highly Desirable	Desirable	OK as supplement	Don't know
A. Major weapons systems					
B. Motion picture production					
C. Graphics and layout					
D. Still photography					
E. Electronic data processing					
F. Internal communication/information					
G. Mass communications research					
10. Broad liberal arts education (BA/BS)					
11. Ability to edit others' writings in a clear, objective, and concise manner					
12. Strong conceptual grasp of the technical and fiscal linkages between the defense establishment and the larger society					
13. Experience in a communications-oriented public relations firm					
14. Graduate from the school of hard knocks					
15. The ability to perceive both the civilian and military societies and to convince both that their outlooks can be reconciled					
16. An understanding of the uses and abuses of power (with respect to circles of power and internal politics within the military bureaucracy) and how to deal with them					
17. Knowledge of applications for, and use of audio-visual equipment including slides, charts, film, videotape and live TV presentations and recorded sound					
18. High standards of professional and ethical conduct with a willingness to stand up for them when the going gets tough					
19. Direct media professional experience					



## SKILLS

	Essential	Highly Desirable	Desirable	OK as Supplement	Don't Know
20. Experience of a tour of duty as a line officer aboard a Navy combatant ship or aircraft squadron					
21. Linguistic skills with an ability to speak to foreign reporters in their own language					
22. An ability to understand the needs and feelings of enlisted personnel					
23. Knowledge and ability to practice good leadership in a nonauthoritarian context					
24. Technical competence in both the print (including visual arts) and electronic media with an ability to "speak the language" (if not personally proficient) of the writer, printer, photographer, broadcaster, etc.					
25. Ability to effectively apply the methods and tools of mass communications research					
26. Knowledge of the Washington area (i.e., political awareness of how government works and idea of weapons procurement process, Department of Defense-State Department-Navy interface, etc.)					
27. A working knowledge of all media--with emphasis on electronic					
28. Understanding of, and competence in the use of videotape					
29. Knowledge of simple design and graphics					
30. Educational background in international affairs					
31. Educational background in American-European history					





## SKILLS

	Essential	Highly Desirable	Desirable	OK as Supplement	Don't Know
32. Understanding of sociology					
33. Knowledge of all forms of communication methods and media, their interplay and appropriate uses, ranging from opinion research to network TV, etc.					
34. TV production (education and/or experience)					
35. In-depth knowledge of naval operations, strategy, hardware, people, organizational structure, philosophy, and policies--as related to overall military and international strategy					
36. An early tour of duty in the Office of the Chief of Information					
37. After a tour working for an experienced, senior public affairs specialist, an assignment as the public affairs officer at a remote command to test his ability					
38. Political sensitivity					
39. Newswriting (education and/or experience)					
40. An awareness of the commonly accepted ethics of practice of the management and employees of the various media					
41. A view of public relations as an applied science rather than a performing art					
42. A thorough knowledge of the nature of public opinion in a democratic society					
43. Basic education in the principles of public relations					
44. Audio-visual background with an appreciation for the importance of TV					



## SKILLS

	Essential	Highly Desirable	Desirable	OK as Supplement	Don't Know
45. Understanding of how to counter bad public relations situations and capitalize on the good					
46. Knowledge of and ability to practice up-to-date psychological techniques (e.g., transactional analysis) in a way which will impact upon his/her own life and those around him/her					
47. The ability to write well					
48. Broad liberal arts education (BA/BS) with: (Note: please indicate importance of each)					
A. Emphasis on the classics					
B. Courses in political science					
C. Courses in economics					
D. Courses in sociology					
E. Courses in history					
F. Courses in comparative cultures					
G. Courses in psychology					
H. At least a minor in mass communications					
I. At least a minor in public relations					
J. At least a minor in advertising					
K. Participation in many campus activities					
L. Good grades					
M. A more specialized/technical field of concentration at the master's level					
N. A degree in the humanities					
O. A degree in the social sciences					
49. Undergraduate training with emphasis on: (Note: please indicate importance of each)					
A. Interdisciplinary mass communications program					
B. Broadcasting					
C. Journalism courses with some radio-TV training					
D. Public relations					



## SKILLS

	Essential	Highly Desirable	Desirable	OK as Supplement	Don't Know
E. Degree in any area of the field of communications					
F. Journalism and writing					
G. Business (marketing)					
50. Advanced educational training (perhaps after second or third tour of duty) at the graduate level with emphasis on: (Note: please indicate importance of each)					
A. Public relations					
B. An interdisciplinary mass communications program					
C. Journalism					
51. Possess "creativity" and original thinking					
52. Understanding of the domestic economy					
53. Public speaking and video presence techniques or skills in order to teach them to officers "on-camera"					
54. Ability to write for comprehension at sixth grade level					
55. An ability to read effectively					
56. Specialization in a particular area of the world					
57. Solid grounding in political science at the undergraduate and/or graduate level					
58. Ability to express himself/herself clearly and precisely in written form					
59. That the prospective public affairs officer has indicated a personal preference for public relations through taking appropriate professional courses					



## SKILLS

	Essential	Highly Desirable	Desirable	OK as Supplement	Don't Know
60. Ability to practice the St. Francis of Assisi prayer--"stop worrying about things over which you have no control, start working on things in which you can succeed and ask God to help you tell the difference"					
61. Mid-career education in a specialty such as: (Note: please indicate importance of each)					
A. Motion picture production					
B. International relations					
C. Internal information					
62. A working knowledge of management, gained through education or experience, and an ability to apply this knowledge to situational problems encountered on Navy staffs and in other Navy commands					
63. Basic understanding of how and when to hold a news conference					
64. Subspecialization in a particular area (other than public affairs) within the Navy such as submarines, manpower, etc.					
65. Ability to obtain trust and confidence of seniors through consistent professional performance					
66. Knowledge of photography					
67. Knowledge of exhibit equipment					
68. Understanding of printing and reproduction techniques					
69. Understanding of and willingness to work with others					





## SKILLS

	Essential	Highly Desirable	Desirable	OK as Supplement	Don't Know
70. Working knowledge of new technology to be used in dissemination of information--i.e., video tape, cable TV, satellite transmissions					
71. Inclination to seek participation in continuing educational programs every three to five years to update knowledge and skills					
72. Completion of a public affairs core course at the Defense Information School--a real "nuts and bolts" course explaining public affairs in detail					
73. Broad technical training in a variety of media					
74. Training in the methods and tools of mass communication research					
75. Marketing and advertising training either in school or on the job					
76. Some background in law					
77. Education in the social responsibility of information dissemination--reflecting both the media and public affairs viewpoints					
78. A working knowledge of international relations, political science and current U.S. foreign policy and an ability to put this knowledge to work in public affairs planning and day-to-day operations					
79. Maturity, based on age, experience, and education					
80. Very low secrecy bars					
81. An ability to analyze any situation to the point of identifying its component soluble parts					
82. Training in the use of electronic data processing equipment					



## SKILLS

	Essential	Highly Desirable	Desirable	OK as Supplement	Don't Know
83. The wisdom, patience, and communication skills necessary to inform the public regarding the Navy and Navy leaders regarding public opinion and pulse of the public mood regarding the Navy					
84. Training in communications theory including organizational theory, psychology, sociology					
85. Educational background in public speaking					
86. An awareness of those political, economic, and social trends which have an inevitable bearing on public relations practice					
87. A thorough understanding of two or more cultures and languages					
88. A propensity for telling the truth					
89. Understanding of the role of the public affairs officer in the interplay between the media and the "operators" (line officers)					
90. The ability to speak effectively to formal groups					
91. Ability to obtain confidence of and direct access to the commander					
92. Some boot camp experience to provide the ability to understand the needs and feelings of enlisted personnel					

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NAME

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APPENDIX J

LIST OF 171 COMMON EVENTS WITH RATINGS



# LIST OF 171 COMMON EVENTS WITH RATINGS

"N" indicates Navy public affairs officer panel; "C" the civilian panel. Figures such as "6" and "8" for probability rating and "1979" and "1980" represent the median scores/estimates for those particular events/developments.

Event/Development	Prob- ability Rating	Date of Impact
1. Oceanography will become a prime objective of the Navy with increased training and/or recruitment of highly trained personnel in this area	N-6 C-8	N-1979 C-1980
2. Continued demand from enlisted personnel to humanize the Navy	N-8 C-8	N-1975 C-1975
3. Introduction of a movie camera which produces an instantly projectable film	N-8 C-7	N-1980 C-1980
4. Increased leisure time--the possibility of a four-day work week could have impact on all military services	N-5 C-5	N-1980 C-1980
5. There will be increased skepticism of the public toward any media (including internal media) yielding increased internal and external dissonance of which the military services will be only a small part	N-6 C-5	N-1977 C-1976
6. Because of Congressional and public skepticism of the present-day military/industrial interface, there will be a shake-up of the Navy's Material Command which will make it more responsive to both public and operational needs of the Navy for credible management and the development/production of weapons systems	N-7 C-6	N-1976 C-1977





## Event/Development

Event/Development	Prob- ability Rating	Date of Impact
7. A smaller but more expensive Navy	N-9 C-9	N-1976 C-1976
8. There will be an increased need to explain the "new Navy"--that it consists of humanists, that there has been a change in the relationship between enlisted men and officers, and that Navy personnel are dedicated people who want to give more to society than they take from it	N-8 C-8	N-1975 C-1976
9. The following factors will affect recruiting and/or retention: A. No-draft environment B. Rising civilian pay scales C. Degradation of medical services, recreation facilities, commissaries, exchanges, etc.	N-9 C-9  N-8 C-8  N-9 C-6	N-1974 C-1974  N-1975 C-1975  N-1975 C-1976
10. Lack of grass roots persuasion of Navy needs--Washington datelines do not relate to people living in an era of a credibility gap	N-7 C-6	N-1976 C-1976
11. There will be fewer active duty public affairs specialists at individual military commands with more utilization of sub-specialists and civil service in support of individual command public affairs programs	N-8 C-6	N-1976 C-1977



## Event/Development

Event/Development	Probability Rating	Date of Impact
12. Pooling of public affairs assets in areas of fleet concentration or regional marketing centers (i.e., centralized fleet information centers in San Diego and Norfolk and Office of Information branch offices)	N-9 C-9	N-1975 C-1976
13. The steady growth of Soviet seapower, both naval and maritime, will require more time on the part of public affairs officers to explain the situation to U.S. citizens	N-9 C-8	N-1975 C-1975
14. The development of social pressures to renew the Navy when the Soviet maritime threat is finally understood and the public becomes sufficiently aroused	N-7 C-6	N-1978 C-1976
15. Movement toward greater equality of opportunity (and placement) for minority groups in and outside the Navy	N-8 C-8	N-1976 C-1975
16. Navy will shrink in size as the result of mounting costs and de-emphasis of the control of the sea concept	N-8 C-7	N-1976 C-1976
17. There will be smaller (in numbers and size of platforms) and faster ships (sea control ships, surface effect ships) with fewer men to man and support them	N-9 C-8	N-1978 C-1980
18. A continuance of the debate about the merits of major surface forces (i.e., aircraft carriers and the larger combatant ships versus submarines and smaller, faster surface ships	N-9 C-8	N-1976 C-1976



## Event/Development

Event/Development	Probability Rating	Date of Impact
19. Mass media channels will proliferate making possible very precise localization of public relations campaigns-- i.e., neighborhood newspapers, local CCTV stations, etc.	N-8 C-7	N-1980 C-1978
20. There will be increased sophistication on the part of Navy leaders of the true value of public relations and the role (and power) of the press	N-8 C-6	N-1977 C-1977
21. The danger of atomic war will continue as more nations obtain control of nuclear weaponry	N-9 C-9	N-1977 C-1976
22. Despite Admiral Zumwalt's reforms, the Navy will continue to be plagued by racial tensions	N-7 C-8	N-1975 C-1975
23. The Navy will continue to decrease in size in terms of personnel with increased emphasis on technology which will necessitate more selective and more difficult recruiting as the Navy must compete more directly with industry	N-9 C-8	N-1975 C-1976
24. Audience identification will become extremely complicated as society becomes splintered into special interest groups. Attempts to communicate to a majority or "mainstream" will consist of identifying and addressing combinations of groupings with audience demographics becoming a critical field of study for public affairs	N-7 C-6	N-1978 C-1977



## Event/Development

Event/Development	Probability Rating	Date of Impact
25. Increasing professionalism in Navy public affairs among the present generation of young, well-trained, and broadly experienced junior public affairs officers will cause an improved rapport between the PAO and the commander	N-7 C-7	N-1978 C-1977
26. Application of evaluative methods for assessing the effects and impact of public relations campaigns will become increasingly evident.	N-7 C-7	N-1978 C-1976
27. With the advent of zero population growth, the Navy will have to become even more technologically capable because the Navy will have fewer people	N-5 C-5	N-1980 C-1985
28. Development of the surface effect ship of 2,000-ton plus size capable of 100 knots speed	N-8 C-6	N-1980 C-1985
29. Increased technological exchange with allied nations	N-6 C-7	N-1978 C-1979
30. The "have not" nations will become more potent forces in foreign affairs	N-7 C-8	N-1980 C-1976
31. Continued disinclination on the part of Americans to get involved in another Vietnam	N-9 C-9	N-1975 C-1974
32. Expensive weapons systems (e.g., the F-14 fighter aircraft) will receive close scrutiny from Congress and the press	N-10 C-10	N-1974 C-1974





## Event/Development

Event/Development	Probability Rating	Date of Impact
33. Sustained interest in biological and ecological conditions of air, water, and land with increased federal and state legislation controlling pollution	N-8 C-8	N-1976 C-1976
34. Application of theories of communication, persuasion, learning, and social change will become increasingly evident in public relations	N-8 C-8	N-1978 C-1976
35. There will be a growing dependence by the Navy on media reporting of recruitment practices and programs in an effort to encourage enlistment and inform the public of latest developments	N-6 C-6	N-1977 C-1976
36. Closer working relationships between the Navy, U.S. Coast Guard, and Merchant Marine	N-6 C-6	N-1979 C-1978
37. Advent of computerized information retrieval, systems for retrieval of past queries, ships' histories, accident statistics, etc.	N-9 C-8	N-1978 C-1977
38. The increasing size and capabilities of the Soviet Navy and the Soviet Union's demonstrated intention to use the Soviet Navy as an important instrument of foreign policy	N-10 C-8	N-1975 C-1976
39. The closer scrutiny the press has given to people in positions of authority	N-9 C-9	N-1974 C-1974



## Event/Development

Event/Development	Probability Rating	Date of Impact
40. There appears to be confusion as to what course the Navy has set concerning the direction of its public affairs program. This will need to be resolved	N-7 C-8	N-1976 C-1975
41. In an era of the all-volunteer military, communications of the Navy's needs, problems, and achievements will be a much more challenging problem because the general public will feel less involved with the military than in an era of the citizen-soldier	N-8 C-8	N-1976 C-1976
42. Reorientation of values in American society	N-6 C-7	N-1978 C-1976
43. Social and cultural evolution within the U.S. which will have to be reflected in Navy attitudes toward its personnel	N-8 C-8	N-1976 C-1975
44. A possible new redistribution of power based on new wealthy nations and sources of minerals	N-7 C-8	N-1978 C-1980
45. The continued development of the all-volunteer force will:		
A. Make recruiting and retention absolutely critical areas for Navy public affairs efforts	N-9 C-9	N-1975 C-1974
B. Require involvement by public affairs officers for the foreseeable future	N-10 C-10	N-1975 C-1975
C. Require expanded emphasis on advertising and marketing initiatives and thus require increased Navy expertise in this area	N-10 C-10	N-1975 C-1975



## Event/Development

Event/Development	Probability Rating	Date of Impact
46. Continued demand on the part of blacks for true equality in all areas of American life, including the Navy	N-10 C-10	N-1975 C-1974
47. Technological advancements in the photographic arts and sciences in general--eventual elimination of wet processes, computerized imagery, etc.	N-8 C-8	N-1980 C-1979
48. American and Navy bicentennial observances in 1975 and 1976	N-10 C-9	N-1975 C-1975-76
49. With respect to shortages of natural resources, etc.:		
A. There will be increasing shortages of energy, natural resources, and food as worldwide expectations and demands rise	N-9 C-9	N-1976 C-1975
B. Fuel shortages and high costs will lead to great, far-reaching hardships, particularly in poorer nations, and to intense political pressures and civil disturbances	N-8 C-7	N-1977 C-1977
C. Natural resources limitations and growing population will exert profound effects in all aspects of life on the planet--political, economic, sociological, environmental	N-9 C-9	N-1977 C-1979
D. Worldwide scarcity of foodstuffs and natural resources will result in either a new U.S. nationalistic isolationism or new international relationships	N-8 C-8	N-1978 C-1978
50. There will be more decentralization of Navy contact with media outside of Washington, D.C.	N-8 C-7	N-1976 C-1977



## Event/Development

Prob- ability Rating	Date of Impact
51. Continued technological developments/advancements may require public affairs specialists to be completely conversant with particular projects with the possible institution of program public affairs specialists along the lines of present long-term Program Manager system for major weapons systems, etc.	N-7 C-7  N-1978 C-1978
52. Introduction of the following weapons systems into the fleet:	
A. XFV-12 V/STOL aircraft	N-8 C-7  N-1978 C-1978
B. HARPOON anti-ship cruise missile series	N-8 C-8  N-1978 C-1978
53. Two-way cable TV coupled with computerization will revolutionize the electronic media and have a major impact on U.S. society	N-6 C-6  N-1980 C-1980
54. The continual military flare-ups in Asia	N-8 C-7  N-1976 C-1977
55. Increased utilization of computerization in mass communications information retrieval and increased use of operational management techniques in public affairs decision making	N-8 C-7  N-1979 C-1978
56. Media accessibility will increase for local consumers: multi-channels of information will become available to meet specific information requirements on demand (through development of cable multi-channel capabilities and interface with computers	N-8 C-8  N-1980 C-1980





Event/Development	Probability Rating	Date of Impact
57. Because of the increased costs of communications (e.g., high cost of technological development due to shortages of natural resources and vital imports), the costs of transmission and media themselves will increase	N-9 C-7	N-1978 C-1977
58. With respect to satellites:		
A. Development of a domestic communications satellite system	N-8 C-9	N-1979 C-1978
B. Greatly expanded satellite TV closed-circuit will revolutionize communications applications in news, training, conferences, and day-to-day business communications	N-8 C-8	N-1980 C-1980
59. Outdated ships and weaponry	N-8 C-8	N-1977 C-1976
60. Growth of technological capability which will increase sophistication and expense of military equipment	N-9 C-9	N-1977 C-1978
61. There will be a continued increase in missiles with less interest in aircraft carriers	N-7 C-8	N-1980 C-1978
62. Increasing difficulty in obtaining qualified officers and enlisted personnel to meet the Navy's highly specialized technical needs as the result of the mushrooming number of technical specialists needed to man the Navy's new ships, aircraft, and weapons systems	N-8 C-8	N-1977 C-1978



## Event/Development

Event/Development	Probability Rating	Date of Impact
63. Development of interactive, broad band communications system nationwide	N-6 C-6	N-1980 C-1980
64. With respect to development of ocean resources, there will be:		
A. Increased exploration for oil, gas, and minerals by the major powers	N-9 C-9	N-1977 C-1975
B. Greatly increased possibilities for use of the oceans for storage/habitation	N-7 C-6	N-1982 C-1985
C. Development of undersea zoning and boundary establishment to standardize and legalize mining, drilling, etc.	N-8 C-7	N-1980 C-1980
D. Cultivation and farming of the oceans as a necessary source of food for a larger world population	N-8 C-8	N-1985 C-1985
65. Scientific breakthroughs in fuels and energy technology with development of new sources of energy	N-8 C-8	N-1980 C-1982
66. Continuing détente leading to further U.S. unilateral force reductions/withdrawals	N-6 C-7	N-1978 C-1977
67. Motion picture film will be replaced on a widespread basis by videotape	N-7 C-6	N-1979 C-1980
68. The technology offering the greatest possibility for a breakthrough in weapons systems is the laser field	N-7 C-7	N-1982 C-1980



## Event/Development

Event/Development	Probability Rating	Date of Impact
69. The question of whether continually increasing competition between the military services for recruits is cost effective and acceptable to the public (taxpayer) may lead to public relations problems and changes in recruiting procedures	N-8 C-7	N-1977 C-1977
70. Continued growth and development of Russian Navy, surpassing the U.S. Navy in: A. Missiles	N-8 C-7	N-1977 C-1977
B. Submarines	N-8 C-7	N-1976 C-1978
C. Nuclear propulsion	N-5 C-6	N-1980 C-1980
71. Space surveillance satellites will penetrate much of the sea, threatening survivability of submarine forces	N-6 C-6	N-1982 C-1982
72. With the U.S. dependent on ocean commerce for a percentage of sixty-six of the nation's most strategic materials, the possibility of blackmail as in oil is ever-present. The need for a strong Navy to preserve sea lanes for these essential materials will ease the Navy's public relations challenge	N-7 C-6	N-1978 C-1977
73. Advent of advanced anti-submarine techniques by both the USSR and USA which would void the invulnerability of SSBNs	N-5 C-6	N-1980 C-1980



## Event/Development

Event/Development	Probability Rating	Date of Impact
74. Reserve information officers will need to be better informed on subjects to which they should address themselves	N-8 C-8	N-1975 C-1975
75. The legitimatization of responsive, polling techniques-- i.e., expression, via two-way cable TV, of formal public sentiment on key issues	N-7 C-7	N-1980 C-1979
76. Declining manpower for the entire Navy will result in fewer active duty public affairs officer specialists to fill billets, thus causing realignments of the billet structure. This will be one of the Navy public affairs officer's greatest challenges since the public affairs community as a whole will not allow declining manpower to affect output	N-8 C-7	N-1977 C-1977
77. Adoption of portable employment benefits (transferable from one organization to another) which would include service-earned benefits. With societal developments and professional, rather than company allegiances, we may see men and women choosing the Navy, etc. as a short-term professional option later in life	N-4 C-5	N-1981 C-1980
78. A shortage of first-class officers may be the largest of all problems the Navy (and, of course, other military organizations) will have to face in the next decade. (This will result, in large part, from the rapid shrinking of the active Naval fleet; the best Navy people have traditionally prized a seagoing command above all other things.)	N-6 C-7	N-1980 C-1980





Event/Development		Prob- ability Rating	Date to Impact
79.	Computer or telephonic consoles in each public affairs office (worldwide) will make it possible to pool information, clear press releases, etc. in "real time"	N-7 C-7	N-1980 C-1980
80.	Protection of new offshore facilities--continental shelf oil and gas and mining the deep oceans	N-7 C-7	N-1980 C-1980
81.	A developing "crop" of better educated and more knowledgeable public affairs officers because of the increased opportunities for graduate education and longer tours in meaningful jobs	N-7 C-6	N-1977 C-1978
82.	With respect to the use of electronic media, particularly closed-circuit TV, in internal communications:		
	A. Development of inexpensive electronic equipment for TV (e.g., video cassettes, lightweight cameras, etc.) and increased use of electronic media for internal information aboard ship and ashore	N-8 C-8	N-1977 C-1978
	B. Because of increased demand for dissemination of internal information, the capability for this dissemination will greatly increase as all commands develop CCTV systems	N-8 C-8	N-1978 C-1978
	C. Increased emphasis in this area will require more public affairs officer talent	N-8 C-7	N-1978 C-1978
	D. Increased emphasis in this area will require greater expertise in the use of electronic media by PAOs	N-8 C-8	N-1978 C-1977
	E. Shipboard CCTV will be used for general education as well as entertainment	N-9 C-8	N-1977 C-1978



## Event/Development

Event/Development	Prob- ability Rating	Date of Impact
83. A continued evaluation of the "New Navy" movement started by Admiral Zumwalt	N-7 C-8	N-1975 C-1975
84. Increased emphasis on educational activities on collegiate, technical, and vocational levels. Continuing education services made more accessible with greater number of courses offered at more frequent intervals should affect the educational level of service people	N-7 C-8	N-1977 C-1976
85. International economic rivalries causing national realignments	N-8 C-8	N-1978 C-1976
86. Increasing interdependence of nations brought about by food and materiel shortages, which will have an effect on the availability of such materials to the Navy	N-7 C-6	N-1978 C-1978
87. Continued realignment of international alliances and groupings to include or exclude the U.S.	N-8 C-7	N-1978 C-1978
88. With respect to the Mid-East:		
A. Decline of Israel and rise of oil-rich Arab countries in world power position	N-6 C-7	N-1976 C-1976
B. The potential military involvement in the Middle East	N-6 C-6	N-1976 C-1976
C. The Suez Canal will reopen	N-10 C-9	N-1975 C-1976



Event/Development		Prob- ability Rating	Date of Impact
89.	The development of technology and hardware (e.g., satellite transmission) will allow for real time, or almost real time, television broadcasting to:		
	A. Shore stations overseas	N-8 C-8	N-1979 C-1978
	B. Navy ships at sea	N-8 C-8	N-1979 C-1978
	C. Navy facilities (including ships at sea) worldwide	N-8 C-8	N-1980 C-1980
90.	Brighter, wiser, and far better educated youth entering the adult world with more inclination to reason why than to just do and die	N-8 C-8	N-1977 C-1975
91.	With respect to speed of communication:		
	A. The speed of communication will greatly increase and be available to more people	N-9 C-9	N-1978 C-1977
	B. There will be instant awareness of what's going on in the rest of the world	N-7 C-7	N-1978 C-1976
	C. Technology will allow for man and news to move faster. There may be "live" coverage of the next war . . . posing new problems for public affairs officers	N-9 C-9	N-1979 C-1980
92.	With respect to defense budgets, etc.:		
	A. There will be no major military clashes, resulting in a Defense Department budget that nearly is constant in real dollars	N-5 C-6	N-1976 C-1977



# Event/Development

Event/Development	Prob- ability Rating	Date of Impact
B. There will be a growing liberalism in Congress which is against a strong defense establishment	N-5 C-7	N-1978 C-1975
C. A possible economic slump that could become severe, creating a shortage of funds	N-7 C-8	N-1976 C-1975
D. There will be Congressional, public, and media opposition to continual cost overruns in weapons development and to spiraling, inflationary military expenditures	N-9 C-9	N-1975 C-1975
E. An era of relative international peace will make it more difficult to convince the general public and members of Congress of the need for extensive military budgets necessary to modernize the U.S. fleet in the face of a growing Soviet Navy	N-8 C-8	N-1976 C-1975
F. Inflation will be a continuing problem that will require Congress to take closer scrutiny of defense spending	N-9 C-9	N-1976 C-1975
G. The continued expansion of government and socialization will mean more dollars for the Department of Health, Education and Welfare and less dollars for defense	N-7 C-8	N-1977 C-1976
H. There will be Congressional reluctance to maintain a high level of funding because of increased pressure toward nationalism	N-6 C-7	N-1977 C-1976
93. Changing values among people in both developed and developing nations as economic and political conditions change	N-7 C-7	N-1978 C-1977
94. With the day of gunboat diplomacy over, sailors will need to be better trained in history and foreign affairs	N-7 C-7	N-1976 C-1977





## Event/Development

Event/Development	Prob-ability Rating	Date of Impact
95. With respect to overseas Navy bases and home-porting:		
A. Overseas home-porting agreements will continue to plague the Navy, and these agreements will be important if the Navy is to cover the same sea area with a much reduced fleet	N-9 C-8	N-1975 C-1976
B. Allied support and relations with "friendly" nations will be essential, especially where the Navy has bases or facilities	N-9 C-9	N-1975 C-1976
C. The political difficulties involved with basing U.S. armed forces on foreign soil can be expected to bring the Navy into a position of preeminence because of the <i>relative</i> freedom of naval forces to operate independently in international waters	N-9 C-7	N-1977 C-1977
D. Practically all U.S. military forces will be withdrawn from Taiwan	N-8 C-8	N-1978 C-1977
96. The development of the TRIDENT submarine program with its weapons/operational systems and overall capability	N-8 C-8	N-1979 C-1979
97. Impact of laser photos (e.g., Associated Press) and similar rapid means of quicker dissemination of newsworthy events	N-7 C-8	N-1978 C-1979
98. Technology will be increasingly directed toward a better quality of life	N-7 C-7	N-1978 C-1980



# Event/Development

Event/Development	Prob-ability Rating	Date of Impact
99. With respect to women:		
A. The Women's Equal Rights Amendment will be ratified	N-8 C-8	N-1976 C-1976
B. Women will achieve greater equality with men in most occupations and will be given greater and more diverse responsibilities	N-9 C-8	N-1978 C-1977
C. Women will be completely integrated into the Navy's personnel structure	N-6 C-7	N-1980 C-1980
D. Women will be admitted to the Naval Academy	N-7 C-8	N-1978 C-1977
E. Women will play a more important role in Navy public affairs	N-9 C-9	N-1976 C-1977
F. There will be an increase of women in the Navy	N-9 C-9	N-1976 C-1976
100. Seapower presence of the Soviet fleet in the Indian Ocean	N-8 C-8	N-1976 C-1975
101. With respect to the Freedom of Information Act:		
A. There will be increased emphasis by the media and the public on Freedom of Information rights	N-8 C-8	N-1976 C-1976
B. There will be more disclosure under the FOI Act as the result of recent happenings in government	N-8 C-8	N-1975 C-1975



## Event/Development

Event/Development	Probability Rating	Date of Impact
C. There will be legal requirements that include establishing personal responsibility for delaying beyond stated limits the release of information and backing it up with suspension from the job if guilt is established--with the Navy public affairs officer having a firmer requirement to wrest information from a conservative establishment for a liberal press	N-8 C-6	N-1976 C-1978
102. Proliferation of color video backpack systems	N-8 C-8	N-1978 C-1978
103. With respect to nuclear-powered ships, there will be:		
A. An increase in the number of nuclear-powered ships	N-8 C-8	N-1980 C-1978
B. An increased need for qualified personnel in this area	N-8 C-8	N-1978 C-1978
C. Increasing controversy within the Navy over the increased use of nuclear power for Navy vessels, particularly aircraft carriers	N-7 C-6	N-1977 C-1976
D. Attendant hazards of nuclear power with an increasing number of nuclear-powered ships	N-5 C-6	N-1980 C-1978
104. The increase in intercultural communications will facilitate a new look at public affairs	N-6 C-7	N-1978 C-1978
105. The image of the U.S. as a superpower will lessen, with less reliance on and regard for U.S. support	N-5 C-7	N-1978 C-1978



## Event/Development

Event/Development	Prob- ability Rating	Date of Impact
106. Navy public affairs will need to look for and ask for outside assistance from people specifically involved as leaders in various areas in communications	N-7 C-8	N-1977 C-1976
107. Reduced size and increased cost of newspapers and other publications relying on newsprint and other print stock papers	N-8 C-8	N-1976 C-1976
108. Major conflict in ideas for shipbuilding and aircraft construction, with keen competition for available funds and facilities	N-8 C-8	N-1977 C-1976
109. The Navy's "presence" mission will increase in importance, including the psychological aspect of that mission and mass communications	N-8 C-6	N-1977 C-1977
110. The growing interdependence of the world will project economics and politics center stage at the expense of high visibility defense establishments	N-7 C-8	N-1978 C-1977
111. A limitation of defense expenditures by major nations to allow research and development of oceanic resources (food and fuel)	N-5 C-6	N-1980 C-1978
112. Projected presence of naval power, in either active combat role or support, as in Yom Kippur War and in various brush fires in Asia, Africa, and Middle East	N-8 C-6	N-1976 C-1976





## Event/Development

Event/Development	Probability Rating	Date of Impact
113. New reliance on long-range ballistic weaponry, outmoding conventional naval forces	N-5 C-7	N-1980 C-1980
114. Increasing obsolescence of conventional seaborne and undersea weaponry	N-6 C-7	N-1980 C-1980
115. Complete restructuring of the Naval Reserve into a mission-oriented force	N-8 C-5	N-1977 C-1978
116. Development of political/diplomatic relationships between the major powers making post World War II alliance structures (i.e., NATO, SEATO) obsolete	N-7 C-8	N-1980 C-1978
117. Increasing importance of suburban media (e.g., newspapers, radio)	N-8 C-8	N-1978 C-1976
118. Growing professionalism of the public relations profession (civilian and military) and recognition of such	N-8 C-8	N-1978 C-1980
119. A severe recession or depression will occur	N-8 C-5	N-1976 C-1975
120. The Navy will have to justify its existence on arguments other than sea control	N-7 C-8	N-1976 C-1977
121. Continued conservative/liberal arguments in leadership and personnel matters within the Navy, with a reasoned liberal attitude gradually gaining credibility	N-7 C-8	N-1976 C-1978



## Event/Development

Prob- ability Rating	Date of Impact	
N-7 C-8	N-1978 C-1977	122. Public sophistication will increase
N-8 C-8	N-1976 C-1978	123. Navy public affairs will continue to be a viable career
N-8 C-9	N-1976 C-1976	124. Network TV will continue to be the primary source of entertainment and news, with newspapers continuing to serve the public as they do today, and with more special audience magazines
N-7 C-8	N-1978 C-1977	125. Establishment of a 200-mile territorial limit offshore could precipitate tensions, confrontations, and possibly conflicts
N-7 C-8	N-1978 C-1978	126. Increasing use of high speed visual communications without real sanctions on misrepresentation will probably make attitude influencing and appropriate countermeasures a major problem both nationally and internationally
N-7 C-7	N-1978 C-1980	127. Increased communications technology and speed will create vast problems by providing vast supplies of knowledge without benefit of background information and create a necessity for instant decisions to go along with instant communications without the broad base necessary for decision making



APPENDIX K

EVENTS WITH SIGNIFICANT BETWEEN-PANEL  
DIFFERENCES ON PROBABILITY RATINGS



# EVENTS WITH SIGNIFICANT BETWEEN-PANEL DIFFERENCES ON PROBABILITY RATINGS

Items having between-panel differences of three rating points (major disagreement) and two points (substantial disagreement). The number prior to each event refers to the event number on the common event list in Appendix J.

## MAJOR DISAGREEMENT

<u>Event/Development:</u>		<u>Navy/Civilian</u>	
9B.	Degradation of medical services, recreation facilities, commissaries, exchanges, etc. will affect recruiting and/or retention	9	6
115.	Complete restructuring of the Naval Reserve into a mission-oriented force	8	5
116.	A severe recession or depression will occur	8	5

## SUBSTANTIAL DISAGREEMENT

<u>Event/Development:</u>		<u>Navy/Civilian</u>	
1.	Oceanography will become a prime objective of the Navy with increased training and/or recruitment of highly trained personnel in this area	6	8
11.	There will be fewer active duty public affairs specialists at individual military commands with more utilization of subspecialists and civil service in support of individual command public affairs programs	8	6





## SUBSTANTIAL DISAGREEMENT (continued)

<u>Event/Development:</u>	<u>Navy/Civilian</u>	
20. There will be increased sophistication on the part of Navy leaders of the true value of public relations and the role (and power) of the press	8	6
28. Development of the surface effect ship of 2,000-ton plus size capable of 100 knots speed	8	6
38. The increasing size and capabilities of the Soviet Navy and the Soviet Union's demonstrated intention to use the Soviet Navy as an important instrument of foreign policy	10	8
57. Because of the increased costs of communications (e.g., high cost of technological development due to shortages of natural resources and vital imports), the costs of transmission and the media will increase	9	7
92B. There will be a growing liberalism in Congress which is against a strong defense establishment	5	7
95C. The political difficulties involved with basing U.S. armed forces on foreign soil can be expected to bring the Navy into a position of preeminence because of the <i>relative</i> freedom of naval forces to operate independently in international waters	9	7



## SUBSTANTIAL DISAGREEMENT (continued)

<u>Event/Development:</u>	<u>Navy/Civilian</u>	
101C. With respect to the Freedom of Information Act, there will be legal requirements that include establishing personal responsibility for delaying beyond stated limits the release of information and backing it up with suspension from the job if guilt is established--with the Navy public affairs officer having a firmer requirement to wrest information from a conservative establishment for a liberal press	8	6
105. The image of the U.S. as a superpower will lessen, with less reliance on and regard for U.S. support	5	7
109. The Navy's "presence" mission will increase in importance, including the psychological aspect of that mission and mass communications	8	6
112. Projected presence of naval power, in either active combat role or support, as in Yom Kippur War and in various brush fires in Asia, Africa, and the Middle East	8	6
113. New reliance on long-range ballistic weaponry, outmoding conventional naval forces	5	7



APPENDIX L

COMBINED RATINGS FOR SKILLS CONSIDERED  
"NOT IMPORTANT"



COMBINED RATINGS FOR SKILLS<sup>1</sup> CONSIDERED  
"NOT IMPORTANT"

The number prior to each item refers to the number in Appendix I.

<u>Skills</u>	<u>Rating</u>
2. Actual newspaper experience in addition to academic training	29.9
5. Solid grounding in history at the undergraduate and/or graduate level	31.5
9. For a very limited number of public affairs officers, a specialized long-term proficiency in a specialized area such as:	
A. Major weapons systems	47.3
E. Electronic data processing	35.8
13. Experience in a communications-oriented public relations firm	20.6
14. Graduate from the school of hard knocks	33.3
21. Linguistic skills with an ability to speak to foreign reporters in their own language	22.9
28. Understanding of, and competence in the use of videotape	26.5
29. Knowledge of simple design and graphics	29.9
30. Educational background in international affairs	35.2

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<sup>1</sup>"Not Important" means the skill was given a rating of less than 50 percent by either panel in the combined totals for essential and highly desirable.





<u>Skills</u>	<u>Rating</u>
31. Educational background in American-European history	32.2
32. Understanding of sociology	32.4
34. TV production (education and/or experience)	15.1
44. Audio-visual background with an appreciation for the importance of TV	44.1
46. Knowledge of and ability to practice up-to-date psychological techniques (e.g., transactional analysis) in a way which will impact upon his/her own life and those around him/her	16.4
48. Broad liberal arts education (BA/BS) with:	
A. Emphasis on the classics	11.5
D. Courses in sociology	46.0
F. Courses in comparative cultures	33.8
G. Courses in psychology	45.3
J. At least a minor in advertising	24.4
K. Participation in many campus activities	32.1
L. Good grades	45.7
N. A degree in the humanities	30.5
O. A degree in the social sciences	34.8
49. Undergraduate training with emphasis on:	
B. Broadcasting	33.5
G. Business (marketing)	14.4
53. Public speaking and video presence techniques or skills in order to teach them to officers "on-camera"	34.5
56. Specialization in a particular area of the world	14.3
57. Solid grounding in political science at the undergraduate and/or graduate level	31.6



<u>Skills</u>	<u>Rating</u>
61. Mid-career education in a specialty such as:	
A. Motion picture production	24.3
64. Subspecialization in a particular area (other than public affairs) within the Navy such as submarines, manpower, etc.	18.5
66. Knowledge of photography	34.7
67. Knowledge of exhibit equipment	24.2
68. Understanding of printing and reproduction techniques	36.2
73. Broad technical training in a variety of media	35.2
74. Training in the methods and tools of mass communication research	38.9
75. Marketing and advertising training either in school or on the job	19.8
76. Some background in law	11.7
82. Training in the use of electronic data processing equipment	7.5
85. Educational background in public speaking	27.1
87. A thorough understanding of two or more cultures and languages	12.5
92. Some boot camp experience to provide the ability to understand the needs and feelings of enlisted personnel	29.0



## ABSTRACT



## ABSTRACT

There are widespread forecasts that rapidly accelerating advances in communications technology and a changing, increasingly complex social environment will have an important effect on the practice of public relations in the future. While there is widespread acknowledgement that public relations practitioners will be called upon more and more to help achieve effective communication among diverse organizations and publics in society, there is little basic agreement within or outside the profession concerning what kind of education or skills the practitioner will need in order to be an effective counselor in the future.

Within an institution such as the United States Navy, there is evidence that public affairs is becoming an increasingly important management function. The Navy is now in the process of implementing a major realignment of its public affairs program and personnel assets in order to meet the challenges of today and the future. Although there are studies that examine certain aspects of the future of Navy public affairs, there apparently had been no comprehensive, systematic study that attempted to document in detail the types of events and developments that could affect the practice of Navy





public affairs in the future or a study that attempted to develop consensus on the type of skills and background that the Navy public affairs officer will need in the future.

The Delphi long-range forecasting technique was used to ascertain events, developments, and trends expected to affect the practice of Navy public affairs in the future. Two panels were used, one consisting of Navy public affairs officers and the other of civilian experts in nine related disciplines. Delphi procedures produced considerable between-panel concurrence on the probable occurrence of 171 expected events and estimated dates of impact. Some of the following factors are expected to affect the practice of Navy public affairs in the future: (1) international geopolitical and economic instability; (2) public apathy toward the military and pressures to reduce military budgets; (3) radically altered communications applications and procedures, including greatly expanded use of electronic media in communications and public relations; (4) increasing use of more sophisticated theories and methods of communication in public relations; and (5) a variety of public affairs problems.

While there was also considerable between-panel consensus on needed skills, comparisons revealed that



the Navy panel emphasized formal educational training in selected fields of mass communications while the civilian panel stressed a broad liberal arts education with additional on-the-job experience in the media as a prerequisite to public affairs specialization. There were also indications that the civilian panel took expected developments into account in their training recommendations, perhaps believing that the Navy public affairs officer would be able to adapt to the developments and resultant changes. The Navy panel, more than the civilian group, seemed to express the view that public affairs training programs should prepare the officer to function in anticipation of expected developments.







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